

Corporate Report

NO: C011

COUNCIL DATE: November 29,

2004

COUNCIL-IN-COMMITTEE

TO: **Mayor and Council** DATE: **November 25, 2004**

FROM: **General Manager, Planning and Development & General Manager, Engineering** FILE: **0620-20 (Transport Canada)**

SUBJECT: **City of Surrey Components of the Transport Canada Urban Transportation Showcase Program**

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information;
2. Authorize staff to proceed with the Surrey components of the Transport Canada Urban Transportation Showcase Program (the "Showcase Program"), including:
 - (a) The necessary actions to implement the TravelSmart Program in South Surrey; and
 - (b) A planning and public consultation process, as generally outlined in this report, leading to a plan, based on Transit-Oriented Development principles, for a Surrey Central Transit Village on lands within an 800 metre radius of the Surrey Central SkyTrain Station; and
3. Direct staff to provide reports to Council, complete with recommendations at appropriate milestones in these processes.

INTENT

The purpose of this report is to provide Council with an update on the status of the Showcase Program and the components of the Showcase Program with which Surrey will be involved. The Showcase Program is supported through a funding partnership between Transport Canada, the City of Surrey, the Greater Vancouver Regional District ("GVRD") and the Greater Vancouver Transportation Authority ("GVTA").

BACKGROUND

The Showcase Program is designed to encourage Canadian municipalities to adopt more energy-efficient transportation and land use patterns and practices and to demonstrate, evaluate and promote air quality improvement by encouraging sustainable transportation and land use choices.

On March 24, 2003, Council considered Corporate Report No. R050 (attached as Appendix I) and approved the City's participation in a partnership with the GVRD, the GVTA and other GVRD municipalities in the submission of a proposal for grant funding to the Transport Canada Urban Transportation Showcase Program. Specifically, Council resolved to:

- "1. Receive the report as information;
2. Authorize staff to advise the GVRD/GVTA that the City of Surrey is prepared to participate in the projects described in this report as the basis of the GVRD/GVTA submission to the Transport Canada Urban Transportation Showcase Program; and
3. Authorize staff to advise the GVRD/GVTA that the City will provide financial contributions of up to \$2 million over the years 2004 to 2006, representing approximately one-third of the costs of the projects referenced in 2 above, subject to suitable cost sharing arrangements being available through the Transport Canada Urban Transportation Showcase Program and with the GVRD/GVTA."

On November 27, 2003, Transport Canada awarded Showcase funding to the GVRD partnership to implement eight "modules" of transportation improvements within the region. Two projects under this program are to be in Surrey: the TravelSmart Program and the Transit-Oriented Development Program.

Although the Showcase Program has had a somewhat slow start, over the last few months City staff have been working with GVRD and GVTA staff in drafting an agreement related to cost-sharing of the components of the Showcase Program that are within the City of Surrey and preparing a terms of reference for the work associated with implementing the Showcase Program, including a public consultation process. The agreement, which is consistent with Council's approval as noted above, is now finalized and the work of implementing the Showcase Program in Surrey is now underway.

As mentioned previously, the City is involved in two components of the Showcase Program, these being the TravelSmart component and the Transit-Oriented Development ("TOD") component.

DISCUSSION

TravelSmart Component

The TravelSmart component of the Showcase Program is focussed on increasing transit ridership in communities, through an individualized marketing program that encourages travel behaviour changes in targeted households. The South Surrey area of the City will be a focus for this component of the Showcase Program, along with five other communities in the lower mainland, outside of Surrey.

TravelSmart begins with developing an understanding at the household level of the varied and complicated travel needs of the household. With household information in hand, the program works toward removing barriers to choosing alternative modes of transportation for single occupant vehicle trips that would otherwise be generated by the households in the targeted area. The alternative modes include walking, cycling and transit. The program will provide targeted, individualized support to those households interested in shifting travel mode and reward those already regularly using modes of transportation other than the private automobile.

TransitLink is presently considering proposals for detailed program design and delivery and will be in a position to roll out the program in South Surrey in the first half of 2005.

Transit-Oriented Development at Surrey Central Station:

The TOD component of the Showcase Program is focussed on demonstrating how the application of innovative urban design principles, investment strategies, processes and models can significantly increase the use of sustainable modes of transportation (i.e. transit, cycling, pedestrian activity, etc.) in transit station areas. The Surrey Central Station area is the area that will be targeted within the City of Surrey for the application of this component of the Showcase Program.

Appendix II outlines all of the objectives of this TOD project. The key benefits to the City of Surrey include:

- engaging citizens and stakeholders in identifying opportunities for transit-oriented development and enhancing the City Centre area;
- creating a plan of improvements that will enhance the area's attractiveness to investment in new land development or redevelopment; and
- constructing initial capital improvements in the area, which are identified as a priority through this process.

Boundaries of the TOD Study Area in Surrey

The TOD project in Surrey focuses on the area within 800 metres of the Surrey Central SkyTrain Station. The area within 500 metres of the SkyTrain station will comprise the primary study area; however the study is expected to have an impact on and provide recommendations regarding an area up to 800 metres from the Station. This distance represents a typical distance that people are willing to walk to access rapid transit. Appendix III contains an air photo depicting these distances and the current uses within the area.

Surrey's Funding Commitment and Showcase Partner Agreement

The Showcase proposal submitted to Transport Canada requested federal funding of \$12 million for the eight "modules" within the GVRD. The federal announcement in November of 2003 advised that the GVRD proposal was awarded \$8.8 million in funding from Transport Canada. Adjustments were required to a number of the projects to reflect the amount of funding approved by Transport Canada.

Surrey's participation in the Showcase Program includes a commitment from Council (on March 24, 2003) that the City would provide financial contributions of up to \$2 million over the years 2004 through 2006, representing approximately one-third of the cost of the Transportation Showcase projects in Surrey, subject to suitable cost sharing arrangements being available. The funding commitment for the development of the TOD around the Surrey Central SkyTrain Station is as follows:

Transport Canada	\$960,000
GVTA/GVRD	\$1,095,000
<u>City of Surrey</u>	<u>\$1,095,000</u>
Total	\$3,150,000

These funds will be used to undertake the preparation of a transit-oriented village plan for the study area and implementation of the first phase of capital works in support of this plan. These capital works will be identified through the planning process and will be the subject of a further report to Council in due course and Council approval of the projects.

The GVTA portion of the funding is subject to a presentation of the budget for the overall Showcase Program to the GVTA Board, early in December.

The Showcase Program responsibilities and funding agreements are to be formalized through a master agreement between the federal government and the GVTA and then through a series of partnership agreements between the GVTA and each of the municipal Showcase Partners, including Surrey. Planning, Engineering and Legal staff from Surrey have been involved in preparing the GVTA/Surrey partnership agreement for the TOD proposal, which sets out the federal contributions, identifies the GVTA as the overall coordination body for the Showcase elements, and identifies how the project costs will be shared. It is anticipated that the Showcase agreements will be presented to TransLink executive later this month. The final execution of any agreement by Surrey would be subject to the prior agreement to the funding proposals by the GVTA Board.

Proposed Planning and Consultation Process

The key deliverable for the first phase of the Surrey Showcase Program is the development of a plan for TOD in the 500 to 800 metres surrounding the Surrey Central SkyTrain Station. The process for the development, approval,

initial implementation and monitoring of the plan is generally divided into three phases that will take place over the next three years. The phases include:

1. **Project Start-Up**

This phase will include the preparation of a complete inventory of existing conditions, policies, zoning, land use, land ownership, infrastructure and current City programs in place. It will assist all participants and consultants to understand the context of the study area and its surroundings.

It is proposed that key issues, opportunities and challenges within the study area be identified through consultation with a broad range of community stakeholders, including initial stakeholder workshops and an "Ideas Forum", where teams of notable professionals, experienced in TOD and the development of urban centres, will be invited to participate in the generation of ideas for the application of TOD principles in the study area. This Ideas Forum will also include a keynote speaker who will present background information on TOD generally and on its application to Surrey City Centre. The results of this phase will be presented to the public at one or more public open houses in early 2005.

Input from this preliminary consultation process will be presented to Council and will provide the basis of the preparation of a detailed Terms of Reference for the work of a consultant team, that will be retained to assist in the preparation of the TOD-focused plan for the area around the Surrey Central SkyTrain Station.

2. **Draft Plan Preparation and Adoption**

The plan preparation phase will take place in 2005 and should be finalized in the Fall of 2005. It is anticipated that the plan preparation will be undertaken with the assistance of a consultant team which will examine the fundamental building blocks of a successful transit-oriented City Centre, including land use and density, all transportation modes, urban design, as well as social and economic factors that will accelerate the process of City Centre achieving its full potential. The planning process will transform the input and ideas generated as part of the first phase into Transit Village Plan options, which will be subject to public comment and technical evaluation, prior to submission to Council for final adoption. The plan will include a land use plan, urban design recommendations and a list of capital improvements that will support the achievement of the plan's objectives.

3. **Plan Implementation**

This phase will take place primarily in 2006 and will consist of the first phase of implementing the plan. A majority of the Showcase funding documented above will be used for the construction of capital improvements identified as key through the planning process and for monitoring outcomes of the plan implementation, where applicable.

4. **The Key Deliverables**

The process of preparing the plan will encourage dialogue between a diverse range of stakeholders in the Surrey Central SkyTrain Station area, City and region and it will focus on producing several key deliverables that will be useful to the City. These key deliverables include the following:

- Public Consultation Plan;
- Detailed TOD Land Use Plan;
- Transit, Cycling, and Pedestrian Plan;
- Urban Design Guidelines;
- Economic Strategy to promote high quality City Centre Development;
- Implementation, Phasing & Capital Plan;
- Construction of some Capital / Infrastructure improvements (as identified by the Plan); and
- Monitoring and Evaluation Plan.

5. Upcoming Surrey Central Transit Village Public Events

As part of the phase one public consultation component, several events will be held to identify key issues, challenges, and opportunities in the Surrey Central SkyTrain Station area. All of the following events are to be held in the Central City Tower:

- A staff workshop is scheduled for December 14, 2004 involving representatives from the two regional partners and the City;
- A stakeholder workshop, with a broad range of community representatives, is scheduled for December 16, 2004;
- An "Ideas Forum" is proposed for January 20 and 21, 2005 and will include integrated teams of professionals working with the results from the staff and stakeholder workshops. The Ideas Forum will identify policy directions with illustrations to achieve TOD in the Surrey Central SkyTrain Station area. This forum will include a public lecture on the evening of January 20, 2005, with a keynote speaker focussing on the principles of TOD. City Council is encouraged to attend the evening public lecture on January 20, 2005, as well as the final presentations and discussion of the two-day exercise, to be held on January 21, 2005, between 3:00 p.m. and 5:00 p.m. More detailed information about this Forum will be forwarded to Council by way of memorandum, once all the logistics have been finalized; and
- Information and ideas from the above-referenced sessions will be presented at one or more public open houses that will be open to all members of the public, with a view to soliciting further comments about the information and ideas and options for the study area.

The information from the above activities will be presented to Council in a Corporate Report, together with Terms of Reference for use by a consultant team in preparing a Surrey Central Transit Village Plan. It is expected that a draft plan will be finalized later in 2005.

CONCLUSION

The Showcase Program offers the City, in partnership with the GVRD and GVTA, an opportunity to advance its objectives to encourage the use of modes of transportation other than private automobiles; to encourage high quality, high density development in City Centre; and to promote transit-oriented redevelopment in the vicinity of the Surrey Central SkyTrain Station.

It is recommended that Council authorize staff to proceed with all actions necessary to implement the TravelSmart Program in South Surrey and with a planning and public consultation process, as generally outlined in this report, leading to a plan, based on Transit-Oriented Development principles, for a "Surrey Central Transit Village" on lands within an 800 metre radius of the Surrey Central SkyTrain Station.

Staff will forward reports, complete with recommendations, for Council's consideration, related to the Surrey projects under the Showcase Program, at appropriate milestones during the planning and implementation stages of these projects.

Paul Ham
General Manager
Engineering

Murray Dinwoodie
General Manager
Planning and Development

LG/kms/saw

Attachments

Appendix I Corporate Report No. R050
Appendix II Transit-Oriented Development: Surrey Central Station
Appendix III Map – Surrey Central SkyTrain Station – 500 and 800 Metre Areas

Appendix I



Corporate Report

NO: R050

COUNCIL DATE: Mar. 24/03

REGULAR COUNCIL

TO: **Mayor &
Council** DATE: **March 19,
2003**

FROM: **General Manager,
Engineering
General Manager, Planning
& Development** FILE: **0430-01**

SUBJECT: **Transport Canada Urban Transportation
Showcase Program**

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information;
2. Authorize staff to advise the GVRD/GVTA that the City of Surrey is prepared to participate in the projects described in this report as the basis of the GVRD/GVTA submission to the Transport Canada Urban Transportation Showcase Program; and
3. Authorize staff to advise the GVRD/GVTA that the City will provide financial contributions of up to \$2 million over the years 2004 to 2006, representing approximately one-third of the cost of projects referenced in 2 above, subject to suitable cost sharing arrangements being available through the Transport Canada Urban Transportation Showcase Program and with the GVRD/GVTA.

INTENT

The purpose of this report is to advise Council of the opportunity available to the City of Surrey and other municipalities in the Greater Vancouver Regional District under the Transport Canada Urban Transportation

Showcase Program (the " Showcase Program") for funding from senior governments toward providing and enhancing infrastructure that will increase the use of public transportation. Council endorsement of the City's participation in the Showcase Program is needed to allow the GVRD/GVTA to submit an application on behalf of municipalities in the region.

BACKGROUND

In 2001, the Greater Vancouver Regional District (the "GVRD") and the Greater Vancouver Transportation Authority (the "GVTA") prepared a joint submission to a Transport Canada grant program known as the Urban Transportation Showcase Program. The overall goal of the Showcase Program is to encourage Canadian municipalities to adopt more energy-efficient transportation and land use patterns and practices. The Showcase Program is designed to demonstrate, evaluate and promote air quality improvement and reduction in greenhouse gas emissions ("GHG"s). As transportation sources create approximately 40 per cent of total GHG emissions in the Vancouver region, encouraging sustainable transportation choices will make an important contribution to emission reductions.

In December 2002, the GVRD/GVTA submission to the Showcase Program was selected as one of 15 finalists from among 48 submissions that were received (see Appendix "A"). The next stage in the final selection process requires that finalists submit their detailed proposals to the Showcase Program by May 16, 2003. The Federal Minister of Transportation is expected to announce the proposals that will receive funding from the group of finalists, during July or August 2003.

The Showcase Program has a budget of \$40 million. At least four of the 15 finalists are expected to receive grants through the Showcase Program. The preliminary submission by GVRD/GVTA showed a total program budget of \$35 million over four years, with \$10 million being requested from the Showcase Program. The Federal funding from the Showcase Program and from Environment Canada will cover one third of eligible costs and the remaining two-thirds of funds will come from the GVRD/GVTA, municipalities and other partners.

Implementation of the proposals selected under the Showcase Program is scheduled to begin in late 2003/early 2004 and be completed by March 31, 2006. Funding arrangements need to be identified in the final submission to the Showcase Program and commitments will need to be secured from each municipality that will be involved in the implementation of the Showcase Program and the GVRD/GVTA. For capital projects, municipalities will be expected to contribute approximately one third of the total costs. Transport Canada requires the submission of municipal and regional commitments to cost sharing in the form of Council or Board resolution as part of the final submission. Given the deadline for the final submission to the Showcase Program, the GVTA, the GVRD and partner municipalities will need to make a commitment to their share of the total costs in March and April of 2003, with municipal approvals preceding regional ones.

DISCUSSION

1. The GVRD/GVTA Proposal

The preliminary submission by GVRD/GVTA proposed the following eight "modules" for transportation improvements:

(a) TravelSmart – Individual Travel Marketing Program

This project will test a unique and innovative method of bringing about significant travel behaviour change at a low cost. Unlike conventional employer-based programs, TravelSmart focuses on residences with targeted "individualized marketing" to encourage residents to shift modes of transportation from the private automobile to public transit, cycling and walking.

TravelSmart is proposed to be implemented in:

- Coquitlam Regional Town Centre
- South Surrey and White Rock

- a neighbourhood in Burnaby
- a neighbourhood in Vancouver
- Richmond City Centre

(b) Transit-Oriented Development

This project is targeted at reducing private vehicle usage and increasing transit usage in three SkyTrain station precincts. This will be accomplished through participative planning processes that lead to immediate infrastructure investments (which enhance precinct accessibility and design) as well as the development of integrated plans for longer-term land use change. The project will include:

- **Short term measures:** those measures such as sidewalks, traffic calming, signage, lighting, signals and signal priority, crossings, bus shelters, street furniture, bicycle lockers, etc, which will produce immediate results;
- **Medium term measures:** those which require greater consultation, policy coordination and integrated planning such as bicycle routes, new local transit services, bylaw changes, etc; and
- **Long term measures:** those that require policy changes, amendments to OCPs or Area Plans and planning and constructing major capital items.

Besides Surrey, Burnaby and Vancouver have indicated an interest in this element.

(c) Hybrid Bus Demonstration

This project seeks to examine how new technology, in the form of "hybrid" buses, can improve both the performance and the public perception of the transit bus.

(d) Main Street Transit and Pedestrian Priority Corridor

This project seeks to improve transit speed and reliability through road design changes and the deployment of Intelligent Transportation Systems ("ITS") technologies that give buses priority at traffic signals. This project will be undertaken by a partnership between the GVTA and the City of Vancouver. Ways of improving the pedestrian environment will also be studied.

(e) Central Valley Bicycle and Pedestrian Commuter Path

The Central Valley Greenway is a key link in the regional bike network. It is 19 km in length and connects three municipalities (Vancouver, Burnaby, and New Westminster), key residential and employment areas, schools and post-secondary institutions, shopping malls, several business parks and the Vancouver downtown. It cuts through the Growth Concentration Area, connects several town centres, and provides a focus for pedestrian and bicycle-oriented development. It connects with 12 other bike routes and trails and intersects with the new Millennium SkyTrain Line in several places.

It is expected that this facility will encourage a modal shift from private automobile to bike or bike/transit with related positive impacts on emissions. The GVRD and GVTA are proposing to work in partnership with the Cities of Vancouver, Burnaby, New Westminster and Better Environmentally Sound Transportation ("BEST") to provide infrastructure funding, technical expertise and planning guidance.

(f) Goods Movement

This will be directed towards economic sustainability objectives in terms of facilitating the movement of goods, improving local efficiency and competitiveness, while at the same time addressing local environmental concerns, particularly with regard to noise and diesel exhaust. It is also proposed that strategic planning for

goods movement be carried out in the context of location of industrial parks, the port, airport and other major truck traffic generators.

(g) **Strategic Planning Studies**

The GVRD/GVTA proposal also included a component to help fund strategic planning studies related to the Sustainable Region Initiative, the review of the Strategic Transportation Plan and the Liveable Region Strategic Plan Review.

Due to Transport Canada funding criteria, it is expected that this component will not remain as part of the Showcase Program final proposal since the project has already advanced towards implementation since the original Showcase Proposal was submitted in September 2001.

(h) **Universal Transportation Pass for Institutions**

The GVRD/GVTA submission to Transport Canada included a Universal Transportation Pass ("U-Pass") module. U-Pass has proven to be one of the most successful transportation demand management programs in operation. By packaging low-cost transit passes and improved transit service for large institutions with dedicated funding mechanisms, the U-Pass delivers new transportation services and significant mode shifts at no additional net cost to the transportation provider.

GVTA and Simon Fraser University have recently committed to initiating a U Pass program in September 2003 and an agreement with UBC is expected in the coming months.

Due to Transport Canada funding criteria, it is expected that this component will not remain as part of the Showcase Program final proposal since the project has already advanced towards implementation since the original Showcase Proposal was submitted in September 2001.

2. Surrey's Participation

As a result of discussions at the staff level between Surrey and the GVRD/GVTA and based on the overall contents of the original GVRD/GVTA proposal for the Showcase Program and the City's local needs, it is considered desirable and appropriate for the City of Surrey to participate in the following two "modules":

(a) **TravelSmart**

The TravelSmart program will be an individualized marketing program that uses personal contact with households to identify those interested in reducing their car usage and provides them with personalized information on alternative modes and provides incentives to try them out.

The contacted individuals are divided into three groups:

- (i) not interested – no further contact is made;
- (ii) interested – direct contact is made to motivate people to make less trips by car, up-to-date information specific to their needs is provided and home visits are made as necessary; and
- (iii) regular users – small reward given and information/advice provided if requested.

A follow up survey will be undertaken to measure the lasting behaviour change.

South Surrey/White Rock, along the community shuttle bus routes, has been targeted for the Surrey pilot area. This area was chosen for the following reasons:

- fairly good and potentially flexible transit service;
- more challenging due to typically higher income levels;

- typically older population who may benefit more from the direct contact and personal assistance; and
- lower density than the pilot sites in other municipalities.

Based on the success of this program, it may be possible to target other areas, such as East Clayton, in conjunction with increased transit service.

(b) **Transit-Oriented Development (Transit Village)**

Transit-Oriented Development ("TOD"), or Transit Village, could be described as a compact mixed-use community centered at a transit station to encourage people to live near transit services and to decrease their dependence on private automobiles. Key characteristics of a TOD are:

- compact communities;
- centred at a mass transit station and well served by transit within a walking distance of 500 to 800 metres;
- contains developments and facilities that encourage the use of public transit;
- are a pedestrian and cycle friendly environment;
- include a mix of residential, commercial and employment opportunities designed primarily for pedestrians and the use of bicycles and public transportation, without entirely excluding automobile use.

The four SkyTrain stations in Surrey, namely Scott Road, Gateway, Surrey Central and King George, are prime candidates for TOD. In fact, the Scott Road Station has been proposed as a TOD as part of the South Westminster Neighbourhood Concept Plan that was recently considered by Council. However, in consideration of the need for the implementation of measures by no later than 2006 to satisfy the requirements of the Showcase Program, the Surrey Central Station appears to offer the best opportunity as the hub for the TOD initiative.

The selection of the Surrey Central Station for the planning and implementation of one of the "transit villages" in the Greater Vancouver Regional District also recognizes the future role of Surrey City Centre as the second Central Business District in the Region. Due to unfavourable economic conditions, coupled with other factors including the unsightly physical condition of some of the existing developments in the area and various social issues which have caused a negative image to the area, development in the Surrey City Centre has not proceeded at the pace that was originally anticipated when the Surrey City Centre plan was first adopted in the 1991. City Council has recognized these concerns and has been taking action to address them through initiatives such as the "Clean and Safe City Initiative" and giving a high priority to capital programs to promote development and re-development in Surrey City Centre. The proposed TOD at the Surrey Central Station will build on the momentum being generated by Council's other initiatives, the new Central City high-rise tower development and the presence of the new SFU campus at the Central City Mall.

The Showcase Program provides an opportunity for Surrey, with funding support from the Region and the Federal government, to reconsider the proposed land use plan and development context for Surrey City Centre with a view to developing specific strategies for enhancing the physical environment in order to increase walking, cycling and transit use around Surrey Central Station. Broader planning and economic strategies will also be studied in relation to encouraging development and redevelopment within a 500 m to 800 m radius of the Surrey Central SkyTrain station.

More specifically, a three-phase program is proposed for the implementation of a TOD at the Surrey Central Station as follows:

- (i) **Planning Phase (Years 1 and 2):**
- Overall program design and formulation;
 - Participative planning processes with the engagement of an urban design consultant to develop a detailed urban design plans based on TOD concepts and objectives;
 - Identification of short, medium, and long term infrastructure improvements aimed at enhancing precinct accessibility and pedestrian and cycle friendliness to achieve TOD objectives;
 - Formulation of long term planning policies and development of integrated plans (transportation,

- land use, parks, infrastructure) for longer-term land use changes in the area;
 - Public consultation processes to assist in amending land use plans and design guidelines and formulating detailed improvement plans for the short, medium and longer term;
 - Formulation of an administrative framework for the subsequent implementation phases; and
 - Approval process by City Council and other levels of government and agencies as necessary.
- (ii) Short-term Implementation Phase (Years 1, 2 and 3)
- Financial planning and budgeting for the construction of improvements identified in the Planning Phase, including budget approvals;
 - Identification of partnership opportunities and partners, sponsors, etc.; and
 - Construction of improvements.
- (iii) Medium-term and Long-term Implementation Phase (Years 3 and beyond)
- By-law amendments, policy changes, if necessary, for facilitating long-term and major capital projects identified in the Planning Phase;
 - Financial planning and budgeting, including budget approvals;
 - Identification of partnership opportunities and partners, sponsors, etc.; and
 - Construction of improvements.

Several short term infrastructure improvements, such as up-grading of the City Parkway, widening of 103A Avenue and extension and completion of West Whalley Ring Road are already identified as necessary in support of new development or redevelopment of properties in the City Centre. The inclusion of these projects in the Showcase Proposal will advance the timetable for their completion with financial contributions toward their construction from senior governments. Additional infrastructure improvements to be constructed in the TOD will be identified through the urban design and development study that will be undertaken as part of the Surrey Central Station TOD project. Total cost of the Surrey City Centre TOD project would be between \$3 million and \$6 million, subject to available Federal funding (a detailed project proposal is presented in Appendix "B").

3. Financial Implications

Surrey's participation in the Showcase Program will include financial contributions toward sharing the costs of capital projects, as well as for undertaking planning studies and public consultation. At this time it is estimated that the total of all City contributions would amount to between \$1 million and \$2 million. This will represent approximately a third of the total value of projects that will be implemented or constructed in Surrey under the Showcase Program. The other two thirds of the costs would be borne by senior governments or other partners. As such, it is a good investment for the City, in relation to value received for the money that is spent. The funds in support of the City's share of the costs are available within the capital and operating budget envelope for the 2003 to 2006 timeframe.

CONCLUSION

The GVRD/GVTA proposal to the Showcase Program offers the City an opportunity to advance its objectives to encourage transit usage in the City and to promote transit-oriented redevelopment in the Surrey Central Station area of the City Centre. Therefore, it is recommended that Council authorize staff to advise the GVRD/GVTA that the City of Surrey is prepared to participate in the projects described in this report, as the basis of the GVRD/GVTA submission to the Transport Canada Urban Transportation Showcase Program and that the City will provide financial contributions of up to \$2 million over the years 2004 to 2006, representing approximately one-third of the total costs of projects referenced in this report, subject to suitable cost sharing arrangements being available through the Showcase Program and with the GVRD/GVTA.

Original signed by

Paul Ham
General Manager, Engineering

Original signed by

Murray Dinwoodie
General Manager,
Planning and Development

HYL:saw

Attachments:

Appendix "A" - GVRD Report Dated February 7, 2003

Appendix "B" - Transit-Oriented Development: Surrey Central Station

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Appendix "A"















APPENDIX "B"

Proposed Transit-Oriented Development at the Surrey City Centre A Component Project in the Submission for the Urban Transportation Showcase Program

Summary

In 2001, the Greater Vancouver Regional District (GVRD) and the Greater Vancouver Transit Authority (GVTA) prepared a joint submission for a Transport Canada grant program known as the Urban Transportation Showcase Program (the "Showcase Program"). The overall goal of the Showcase Program is to encourage Canadian municipalities to adopt more energy-efficient transportation and land use patterns and practices. This project, Transit-Oriented Development (TOD) at three SkyTrain station precincts in Vancouver, Burnaby and Surrey, is one of the several components included in the GVRD/GVTA submission. It aims to reduce private vehicle use and increase transit usage within and around these TOD precincts. This will be done through participative planning processes that lead to immediate infrastructure investments (which enhance precinct accessibility and design) as well as through the development of integrated plans for longer-term land use change.

Research shows that successful rapid transit systems generate a large proportion of their ridership from people walking and cycling to the station. The typical walking "catchment" for a rapid transit station extends approximately 500 m to 800 m from the station. For cycling, this extends to 2 km or more. Transit-supportive land uses and a pleasant and safe pedestrian and cycling environment, are key elements in transit-oriented developments. The project will include:

- **Short term measures:** those measures such as sidewalks, pathways, street improvements, traffic calming, signage, lighting, signals and signal priority, crossings, bus shelters, street furniture, bicycle lockers, etc., which would produce immediate results;
- **Medium term measures:** those which require greater consultation, policy coordination and integrated planning such as bicycle routes, new local transit services, bylaw changes, identification of strategic parcels for redevelopment, etc.; and
- **Long term measures:** those that require policy changes, amendments to the OCP and planning and constructing major capital items.

Benefits of this project will include: lower transportation emissions, lower transit operating costs due to higher ridership, increased transportation choice and a more pleasant and safer pedestrian environment.

In Surrey, it is proposed that the Surrey Central Station in Surrey City Centre be used as the demonstration station area. Metrotown in Burnaby and Main Street Station in Vancouver are also proposed as demonstration projects.

Proposed Transit-Oriented Development in Surrey City Centre

Introduction

Envisioned as the second Central Business District in the Region, the land use policy for Surrey City Centre provides a clear direction for concentrating residential and employment density around three SkyTrain stations with the goal of reducing car use and creating complete, economically healthy communities. However, since the adoption of the Surrey City Centre Plan (1991), attracting significant amounts of higher-density development to the area has been difficult, despite the presence of high-capacity transit infrastructure. Surrounding auto-oriented land uses have inhibited the creation of the kind of high quality pedestrian environment that supports transit use. An estimated 60% of land in the 400-metre radius of the Surrey Central Station is devoted to surface parking lots.

According to the 1996 census, only about 10% of the workers in Surrey City Centre used transit to get to work. By way of comparison, about 20% of the workers in Metrotown took transit to work. Among the residents of Surrey City Centre, 24% took transit to work and 5% were able to walk to work. For residents living in Metrotown, 31% took transit to work and 12% of the residents walked to work.

The selection of the Surrey Central Station for the planning and implementation of one of the "transit villages" in the Greater Vancouver Regional District recognizes the future role of Surrey City Centre as the second Central Business District in the Region. Due to unfavourable economic conditions, coupled with other factors, including the unsightly physical condition of some of the existing developments in the area and various social issues which have caused a negative image to the area, development in the Surrey City Centre has not proceeded at the pace that was originally anticipated when the Surrey City Centre plan was first adopted in the 1991. City Council has recognized these concerns and has been taking action to address them through initiatives such as the "Clean and Safe City Initiative" and giving a high priority to capital programs to promote development and re-development in Surrey City Centre. The proposed TOD at the Surrey Central Station will build on the momentum being generated by Council's other initiatives, the new Central City high-rise tower development and the presence of the new SFU campus at the Central City Mall.

This Showcase Program provides an important opportunity to reconsider how the existing land use and development context for Surrey City Centre can help increase transit, walking and cycling for workers, residents, students and shoppers. The Surrey TOD project will facilitate the formulation of detailed urban design concepts for the core of Surrey City Centre, which is not contained within the present City Centre Land Use Plan. It will explore specific strategies for enhancing the physical environment in order to increase walking, cycling and transit use around Surrey Central Station. It will also examine broader planning and economic strategies to encourage development in the Centre.

Project Objectives

The Surrey City Centre TOD project will be focused on achieving the following objectives:

- To develop a comprehensive planning framework and detailed urban design blueprints for the TOD centred at the Surrey Central SkyTrain Station, ensuring that future development and urban design decisions result in the conditions necessary for inducing greater use of transit and encouraging walking and cycling;
- To use the planning process to identify short, medium and long term design strategies, policy actions and other mechanisms for achieving the goal of the Showcase Program;
- To use a collaborative and inclusive planning and design process to maximize interaction and communication between local government, the GVRD, the GVTA, the business community, citizens and other interested groups and stakeholders;
- To investigate creative options for land development and public realm investment (i.e., leveraging municipal resources for land acquisition, financial incentives, multi sector partnerships, etc.);
- To explore ways to encourage residential and business investments within and around the TOD in Surrey City Centre and enhance the synergy between residential and commercial land/building uses;
- To establish a list of infrastructure projects to be constructed in support of the TOD;
- To construct strategic infrastructure projects in support of the Surrey Central station TOD; and
- To provide a positive economic development and urban design model for transit oriented development for other cities and regions in Canada.

Work Programs and Timelines

Under this Showcase Program, the City of Surrey is proposing a three-phase program for the implementation of a TOD at the Surrey Central Station as follows:

1. Planning Phase (Years 1 and 2)
 - Overall program design and formulation;
 - Participative planning processes with the engagement of an urban design consultant to develop a detail urban design plan based on TOD concepts and objectives;
 - Identification of short, medium and long term infrastructure investments aimed at enhancing precinct accessibility and design to achieve TOD objectives;
 - Formulation of long term planning policies and development of integrated plans (transportation, land use, parks, infrastructures) for longer-term land use change;
 - Formulation of an administrative framework for the subsequent implementation phases; and
 - Approval processes by City Council and other levels of government and agencies as necessary.

2. Short-term Implementation Phase (Years 1 to 3)
 - Financial planning and budgeting for the construction of improvements identified in the Planning Phase, including budget approvals;
 - Identification of P3 opportunities and partners, sponsors, etc.; and
 - Construction of improvements;

3. Medium-term and Long-term Implementation Phase (Years 3 and beyond)
 - By-law amendments, policy changes, if necessary, for facilitating long-term and major capital projects identified in the Planning Phase;
 - Financial planning and budgeting including budget approvals;
 - Identification of P3 opportunities and partners, sponsors, etc.; and
 - Construction of improvements.

Proposed Infrastructure Improvements

To create the physical environment to encourage walking, cycling, and transit use within and around the TOD, substantial investment in infrastructure improvements will be required. For the Surrey TOD project, a complete infrastructure improvement program cannot be established until the detailed urban design blueprints are prepared and adopted. However, to satisfy the requirements of the Showcase Program to demonstrate short-term successes and additional achievements that can be expected over a longer term, the following works and potential construction projects have been identified.

Short-Term Projects (1 – 3 years)

The following is a preliminary list of construction projects, or ideas, which are considered important for short-term implementation of the TOD in Surrey under the Showcase Program. However, the list of the projects will be subject to review through the planning process and it will be modified, fine-tuned and augmented, based on the Urban Design Blueprints to be adopted in the first phase of the TOD project:

1. West Whalley Ring Road ("WWRR"): Completing the link between Old Yale Road and 100 Avenue (connects a residential area to City Centre) and, possibly, pedestrian pathways through Holland Park linking with the new section of WWRR near the Mall access/Old Yale Road signalized intersection;
2. City Parkway: Up-grading and beautification of street/pedestrian route north of 104 Avenue to 105A Avenue, subject

to funding/opportunity; this may also include realignment of the intersection at 104 Avenue;

3. 103A Avenue: Widening to full standard with wide sidewalks/landscaping to open up the City Centre area to King George Highway and create an inviting pedestrian linkage extending from King George Highway to WWRR;
4. Enhance the pedestrian and cycling realm around the station through the installation of street furnishings and safety measures (i.e., shelters, benches, lighting, etc.);
5. Enhance mobility through improved intermodal facilities. This might include design improvements to bus transfer areas, bicycle racks, improved crosswalks and sidewalks for pedestrian, bicycle and wheelchair access;
6. Improve connections for bikes and pedestrians into surrounding neighbourhoods and open space networks. This might include pedestrian controlled signals at intersections, crosswalks dedicated bike lanes, bike paths, improvements to pathways, etc.
7. Implement security elements (lighting, etc);
8. Increase the pedestrian-orientation of the City Parkway through encouragement of pedestrian generating uses and activities and more intensive traffic calming and street redesign (i.e., corner bulges, realignment);
9. Identify strategic private lots for redevelopment; and
10. Look for opportunity to expand civic functions and civic public space in the Centre.

Projects for Medium -Term and Beyond (3 – 10 years and beyond)

The following is a preliminary list of construction projects, or ideas, which are considered important for longer-term implementation of the TOD under the Showcase Program. The list will be modified, fine-tuned, and augmented based on the Urban Design Blueprints to be adopted in the first phase of the TOD project:

1. Establish City Parkway as a mixed-use commercial "high-street". This could involve providing financial incentives to develop mixed-use, street-oriented buildings;
2. Increase the interconnectivity of the street system in the TOD through street realignments or new street connections, constructed as stand-alone projects or in conjunction with the redevelopment of large development parcels; and
3. Infill strategies, parking lot redevelopment, strategies for intense mixed use developments, implementation of underground parking and implementation of low rise residential (4 storey) development over ground floor commercial are all possible elements of projects in this phase.

Expenditures

Planning Costs

In accordance with the work programs described in the Work Program and Timelines Section, the Planning Phase will occur in Years 1 and 2 of this TOD project. A consultant or a consortium of consultants with expertise in consultative planning process, development strategy and urban design will be commissioned to prepare the detailed urban design blueprints, formulate development strategies and actions plans and identify specific short, medium and long term infrastructure improvements and works important for the implementation of the TOD. Working physical or digital models and large-scale physical or digital presentation models will be prepared. It is anticipated that total cost of the Planning Phase, over two years, would be approximately \$250,000 as follows:

- | | | |
|----|-------------|-----------|
| 1. | Consultants | \$100,000 |
|----|-------------|-----------|

2.	Models	75,000
3.	Staff time and miscellaneous expenses	<u>75,000</u>
	Total	\$250,000

Infrastructure Improvement Costs

Infrastructure improvements identified as the short term projects to be constructed in years 1 through year 3 are eligible for funding from the Showcase Program. Order of magnitude estimated costs for these projects are as follows:

1.	Completion of West Whalley Ring Road Link	\$ 750,000
2.	Pathway System through Holland Park	150,000
3.	103A Avenue Widening	2,400,000
4.	City Parkway Upgrading	<u>1,100,000</u>
	Total	\$4,400,000

Detailed requirements of Short Term Projects, numbered 4 to 8, will be established from the Planning Study. It is anticipated that recommended improvements could be in the order of \$1 million.

Total Cost and Surrey's Financial Contribution

The total order of magnitude estimated cost for the Surrey City Centre TOD project, including planning costs and infrastructure costs, as estimated above, would be approximately \$5,650,000. Under the various funding arrangements among the Federal and Provincial Governments, GVRD and GVTA, Surrey is expected to contribute approximately one-third of the costs that could amount to \$2 million over the three-year (2004-2006) duration of the Showcase Program. The Federal money needs to be spent in the 2004, 2005, 2006 fiscal years for planning and construction.

Appendix II

Transit-Oriented Development (TOD): Surrey Central Transit Village

Background

Land use policy for Surrey City Centre provides a clear direction for concentrating residential and employment density around transit stations, with the goal of reducing auto dependency and creating more complete communities. However, attracting significant amounts of higher-density development to the area has been difficult despite the presence of high-capacity transit infrastructure. Only about 10% of those working in the Surrey Centre area use transit to get to work, while about 24% of those living in the area use transit to commute to work. There is considerable potential to increase ridership in this area for work and shopping trips.

The project builds on the momentum being generated by a new high-rise office building immediately adjacent to the Surrey Central SkyTrain Station. This showcase provides an important opportunity to reconsider how the evolving land use and development context for the area around this station (Surrey Central area) can better support transit infrastructure, and to explore specific strategies for enhancing the physical environment in order to increase walking, cycling and transit use around the Surrey Central SkyTrain Station.

Goal and Objectives

The primary goal of the Transit Villages component of the Showcase Project is to demonstrate innovative practices, investment strategies, processes, and models that can significantly improve the use of sustainable transportation modes (i.e. transit, cycling and walking) in transit station areas, and by these changes reduce greenhouse gas emissions. The Surrey Central SkyTrain Station component of the Showcase Program will provide an opportunity to reconsider how the existing land use and development context for this area can help increase transit usage, walking, and cycling for workers, residents, students and shoppers. This project includes exploring specific strategies for enhancing the physical environment to encourage these sustainable transportation modes.

Objectives

- To understand the inter-relationships between land use, urban design, station access, safety, comfort and legibility within an approximately 500 metre radius of the Surrey Central SkyTrain Station^[1]
- To engage citizens and other stakeholders in identifying and resolving these issues
- To use the joint planning process to identify short, medium and long term design strategies, policy actions, and other mechanisms for achieving the showcase goal
- To explore development strategies that can maximize affordable access to transit accessible homes, and enhance the synergy between residential and commercial uses
- To develop a Transit Village Plan for the Surrey Central area that prioritizes pedestrian, cycling and transit user needs when making future planning, design, and infrastructure investment decisions in the Surrey Central Area
- To use the plan and process to explore options for land development and public realm investment in the station and its precinct.
- To monitor and disseminate the results of the process and capital improvements in the station areas to local councils, other municipal staff, and a wide public audience
- To provide a replicable model for transit oriented development for other parts of the city and region

Project Area

The proposal focuses primarily on the Surrey Central SkyTrain Station and the area within its immediate 500-metre radius, but recognizes that efforts made in the Surrey Central SkyTrain Station area will have a positive affect on adjacent station areas.

Project Outcomes

The range of physical interventions that can be feasibly implemented during the time frame of the Showcase Project are limited by a process, which is by necessity long-term in scope. However, it is anticipated that the planning process and resulting Transit Village Plan will identify key short-term interventions that will measurably improve transit, pedestrian and cycling in the short term while also supporting long-term goals.

Short and medium-term investments may include: wider sidewalks, traffic calming, safety and security improvements, community related art, streetscapes and pavement treatments, signage, lighting, signals and signal priority, improved inter-modal facilities, bike routes, and street furniture, etc. within the station area. It may also identify other supportive regulatory, policy, etc. changes that can be made in the near term.

Longer-term considerations will address any concerns regarding the relationship between the station environment and land use, design and development that are an impediment to station accessibility and a superior pedestrian environment. This may include, for example, increasing the concentration of public space and civic uses around the Surrey Central SkyTrain Station through parking lot redevelopment, or providing incentives to develop mixed-use, street-oriented buildings adjacent to the station and station precinct. The Transit Village Plan will identify costs of immediate and future infrastructure investment and capital improvements and appropriate funding and financing strategies.

Process and Timeline

The Transit Village Plan will be developed through a joint planning partnership involving City of Surrey, TransLink and GVRD staff, and related partners. (Specific roles and responsibilities of Translink, Surrey and other Project Partners, are outlined within the Municipal Agreement).

October – November 2004

Project Start-up

- Define project scope
- Inventory and analysis of existing conditions (500 to 800 metre radius of station); base data collection including circulation patterns, land use, natural features, community assets, barriers to movement and community connections and identify to the station area, etc.
- Review existing reports, policies, and regulations governing transportation, land use, and design within the station area
- Identify key issues, challenges, and opportunities within station areas
- Develop public consultation plan
- Develop evaluation and monitoring criteria and program

December – March 2005

- Initiate public consultation
- Invite input from broad range of community stakeholders and general public on issues related to pedestrian, cycling and transit in the station areas

March – August 2005

Draft Plan Preparation

- Develop and agree on design principles, objectives and targets to guide plans
- Identify short, medium and long-term strategies, actions, and investments
- Identify capital costs and funding sources for implementation of longer-term strategies
- Develop station area concepts for evaluation and public review
- Draft Transit Village Plans

September – October 2005

- **Public input on design concepts and draft Transit Village Plan**
 - Open Houses
 - Workshops

November 2005 – January 2006

- **Finalize Transit Village Plan**
- **Revise draft Transit Village Plans based on public consultation and evaluation**
- Secure endorsement of Plan by City Council and GVTA Board

January 2006 – March 2007

- Implement Transit Village Plan
- Implement short term infrastructure investments
- Implement monitoring program



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[\[1\]](#) The precise limit of work will be determined during the project start-up phase