



Corporate Report

NO: R104

COUNCIL DATE: May 2, 2005

REGULAR COUNCIL

TO: Mayor & Council DATE: April 26, 2005

FROM: General Manager, Planning and Development FILE: 6520-20
(Surrey City Centre)

SUBJECT: Transport Canada Urban Transportation Showcase Program –
Update and Terms of Reference in Support of a Request for Proposals

RECOMMENDATION

It is recommended that Council:

1. Receive this report as information; and
2. Authorize staff to proceed with a Request for Proposals for the purpose of retaining a consultant team to undertake the preparation of a Transit Village Plan for the Surrey Central Station area, based on the Terms of Reference attached to this report as Appendix "A".

INTENT

The purpose of this report is to obtain Council authorization to proceed with a Request for Proposals to retain a consulting team to work with the City and the other Urban Transportation Showcase partners on the preparation of a Transit Village Plan for the area around the Surrey Central SkyTrain Station. The study area is defined as the area within approximately 500 metres of the Surrey Central SkyTrain Station, with consideration being given to the area up to 800 metres from the station. A Terms of Reference has been developed for use by a consultant team in preparing such a plan and is attached as Appendix "A" to this report.

This report also summarizes the results of the two public open houses held in March 2005, conducted as part of the first phase of planning for a Transit-Oriented Development centred on the Surrey Central Station, related to the Urban Transportation Showcase Program (the "Showcase Program").

BACKGROUND

The Program is designed to encourage Canadian municipalities to adopt more energy efficient modes of transportation and land use patterns and practices. The Showcase Program is supported through a funding partnership between Transport Canada, a number of area municipalities, the Greater Vancouver Regional District (GVRD) and the Greater Vancouver Transportation Authority (GVTA or also known as TransLink). Surrey is participating in two Showcase Programs: the TravelSmart Program and the Transit Oriented Development Program.

On November 29, 2004, Council considered Corporate Report No. C011, regarding the Program and authorized staff to proceed with the Surrey components of the Showcase Program. Specifically, Council resolved to:

- "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."

On February 21, 2005, Council received Corporate Report No. R036 (attached as Appendix "B") which provided an update on the work conducted as part of Phase I of the Showcase Transit Orientated Development Program for the Surrey Central Station. This report also outlined the information that would be presented to the public at two public open houses held in March 2005 and informed Council of the intention to return to Council with terms of reference for developing a plan and strategy to realize a transit village at the Surrey Central Station.

Results of Transit Village Public Open Houses

On March 10 and 12, 2005 public open houses were held in the Centre Court at the Central City Mall, where all of the information generated as part of Phase I was presented to the public. The purpose of the open houses was to inform the public about the study process, share the results generated as part of

the workshops and ideas forum conducted during the first phase, and receive further public input. Two Surrey artists assisted in illustrating input received at the open houses. The input from this open house, including artists' sketches, may be viewed on the City's website.

Forty survey forms were filled out by attendees at the open houses, which included comments about the material presented and ideas and suggestions. Over 27% of the responses were received from people over 60 years of age. Over 72% were local residents and 60% lived in Whalley. While the illustrated ideas and a summary of the surveys are included on the City's website, some of the new ideas identified at the public open houses were:

- Reduce parking so you can find the shops – put parking underground;
- Provide higher frequency transit service;
- Improve/widen sidewalks, but not with paving stones as they are not good for wheelchairs;
- Orient Surrey Central for families to be different than downtown Vancouver, which is for singles/adults;
- Provide more entertainment uses, including festivals, family events, outdoor cafes, theatres, restaurants, clubs, pubs, edutainment (science world/museums, etc), street performances;
- Provide more pedestrian crossings of King George Highway, 100 Street and East Whalley Ring Road;
- Provide more bike racks and separated bike routes to prevent cycling on sidewalks;
- Provide better civic facilities in the area – recreation, larger library, multi-purpose arts facility, as part of civic square;
- Make homeowners clean up yards;
- Keep a main bus exchange at Surrey Central;
- Provide public toilets;
- Provide skateboarding opportunities under the SkyTrain alignment;
- Encourage the development of a Surrey Central newspaper to advertise local events; and
- Encourage more low rise buildings – not just high-rises.

Terms of Reference

The information collected during the Phase I work has been incorporated into a Terms of Reference that will form the basis for a Request for Proposals ("RFP") for the purpose of the developing the Transit-Oriented Village Plan for the Surrey Central area. The RFP will result in the Showcase Partners retaining a consultant team to develop the plan for the Surrey Central Station area, including the identification of initial capital works to be completed with Showcase funding.

The Terms of Reference, which are attached as Appendix "A", will guide the development of the plan and call for a plan that includes practical tools to refine the mix and density of land uses allowed (including the provision of public open spaces), to recommend means to achieve a finer street grid and to create active pedestrian-friendly streets that are also safe and attractive for automobiles, buses and bicyclists. Included in the scope of work will be refinement of the City's design guidelines for the area, which will act to establish a distinct identity for the area.

Two components of work covered by the Terms of Reference will provide background information and input into the main Strategy. A Transit Operations Study is underway, funded separately by Translink, and a Market Study may be conducted to provide input into the main Strategy.

1. *Transit Operations Study* – A Transit Operations Study is currently underway and is being conducted and funded by Translink. Its purpose is to review transit operations at Surrey Central Station, with reference to issues impacting "short term" and "long term" options for improving transit operations. "Short term" options relate to issues of security, clarity and way-finding, and transit operation efficiencies. "Long term" options include changes to transit operations that are necessary in support of an urban centre that will evolve with the development of the Transit Village Plan. The information produced under this study will provide the operational requirements that need to be addressed in the preparation of the Transit Village Plan.
2. *Market Feasibility Study for Surrey Central* – A study may be considered to provide further information about potential housing and commercial opportunities in Surrey Central over the short and medium terms, to provide an analysis of the factors affecting demand and to recommend means to stimulate implementation of the Plan.

Public Consultation

The Terms of Reference call for a significant public consultation process in relation to the development of the Plan for the Surrey Central area, which will involve:

- Advisory committees;

- Community stakeholder committee;
- Workshops;
- Open houses; and
- Newsletters.

Deliverables

The Transit Oriented Village Plan, among other things, is intended to identify capital works project(s) that are to be completed as part of the Showcase funding agreement between the City, the GVRD and Transport Canada. This deliverable will need to be completed and approved by Surrey City Council, as well as the TransLink Board, by the end of the 2005. While this approval will be sought prior to the adoption of the final plan, the progress made by November of this year should be detailed enough to recommend specific capital works, which are a priority for implementation through the expenditure of Showcase Program funds. The capital works need to be identified earlier in the process to provide an adequate amount of time to undertake design and complete construction, prior to the Transport Canada funding deadline of December 2006.

Once the consultant team has been selected, the public consultation plan confirmed and work commences, staff will update Council at key milestones in the process.

Costs of Plan Development

The cost of the work of the consultants in developing the plan will be funded out of the Showcase Program funding which is shared in thirds by the City, the GVRD and Transport Canada. A budget of between \$150,000 and \$200,000 has been established for the work of developing the plan.

Timeline for Completion of the Plan

It is expected that the process of developing the plan, including all public consultation and City of Surrey and GVRD review and approvals, will take approximately one year. It is expected that a consultant team will be retained in the late spring of this year and that the plan will be completed by mid-year, 2006.

CONCLUSION

Based on the above, it is recommended that Council authorize staff to proceed with an RFP for the purpose of retaining a consultant team to undertake the preparation of a Transit Village Plan for the Surrey Central Station area based on the Terms of Reference attached to this report as Appendices "A".

Murray Dinwoodie
General Manager,
Planning and Development

LG/kms/saw

Attachments:

Appendix "A" - Terms of Reference - Strategy to Achieve a Surrey Central Village Plan

Appendix "B" - Corporate Report No. R036 (without Appendices)

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Appendix "A"

CONSULTANT TERMS OF REFERENCE

STRATEGY TO ACHIEVE A SURREY CENTRAL TRANSIT VILLAGE PLAN

April 2005

A. INTRODUCTION

In November 2003, the Greater Vancouver Regional District ("GVRD") and the Greater Vancouver Transit Authority ("TransLink"), in partnership with seven GVRD municipalities, were awarded an \$8.8 million grant under the Urban Transportation Showcase Program (the "Showcase Program"). The goal of the Showcase Program is to encourage Canadian municipalities to adopt more energy-efficient transportation and land use patterns and practices, and to reduce greenhouse gas emissions. The Sustainable Region Showcase for Greater Vancouver involves a variety of projects, including Transit Oriented Development ("TOD") at four SkyTrain station precincts in Vancouver, Burnaby and Surrey. The Surrey Central Transit Village project has been allocated

approximately \$3 million, which the City of Surrey, TransLink and Transport Canada have equally contributed.

While the agreement for the services specified in the Request for Proposal will be between the Consultant and the City of Surrey, this project will be jointly managed and administered by the City of Surrey and TransLink. The Consultant(s) will be working closely with the Showcase Steering Committee (a joint team of City of Surrey, TransLink, and GVRD staff) that will provide strategic direction for the work of this project. Two people from this committee, appointed from the City and Translink, will direct the process and be the primary point of contact for the Project Manager of the Consultant Team.

The TOD projects will be focused on reducing private vehicle use and increasing transit usage, walking and cycling within and around this station precinct. This will be done through participative planning processes that result in immediate and longer-term infrastructure investments to enhance precinct accessibility and design, as well as the development of integrated plans for medium and longer-term land use change and redevelopment.

Detailed information on the GVRD/TransLink submission to Transport Canada can be obtained from the websites at <http://www.tc.gc.ca/programs/environment/utsp/vancouver.htm> and <http://www.translink.bc.ca>.

Background information generated as part of Phase I (Project Start Up) of the Surrey Central Transit Village process is available on the City of Surrey website at <http://www.city.surrey.bc.ca/Doing+Business/Land+Development+and+Building/Plans+and+Policies/Plans+in+Progress/Surrey+Central+Transit+Village.htm>

B. Background

The Surrey Central SkyTrain Station is one of three SkyTrain stations located within Surrey's City Centre. Surrey City Centre is one of eight regional town centres identified in the Liveable Region Strategic Plan. Like the other centres, Surrey City Centre functions as the "downtown" for the sub-region and as a hub of the regional road and transit system. In addition to the SkyTrain stations, there are several bus routes that feed into this centre. King George Highway is a major road element for the region, bisecting the City Centre and passing close to all of the SkyTrain stations.

1) Surrey's City Centre – A Regional Town Centre

Development in the Surrey City Centre is guided by the Surrey City Centre Plan, which was adopted in 1991. The Plan has a clear objective of concentrating residential and employment density around each of the three SkyTrain stations. This Plan also contains objectives for creating a positive identity that is attractive to pedestrians, bicyclists and transit users through appropriately designed streets.

As a Regional Town Centre (RTC), Surrey City Centre already serves an important retail function with approximately 1.48 million square feet of existing commercial retail floor space. The presence of Surrey Memorial Hospital and Simon Fraser University (SFU) signifies the importance of this RTC for community facilities. SFU currently has an enrolment of 1,000 full time equivalent students (FTEs) with 200 faculty/staff, and anticipates expanding to 2,500 FTEs with 350 faculty/staff by 2012.

In 2001, there were 15,700 jobs in Surrey's RTC and this is forecasted to expand to 46,145 jobs by 2021. The concentration of jobs in the town centre is particularly important in a regional context, as it will provide jobs closer to home that are accessible by transit. This will mean shorter commutes for Surrey residents and can serve to reduce pressure on the region's road infrastructure.

Another way to reduce commuting distance for Surrey residents is to accommodate high-density residential opportunities within the RTC. In 2001, Surrey's RTC had a population of 17,945, which is forecasted to grow to 56,185 by 2021.

Still, development has not proceeded at the pace that was originally anticipated when the Surrey City Centre Plan was first adopted. There is a need for a more detailed and defined strategy to implement and realize planning goals and objectives. A number of recent developments have generated new interest in the area, such as the development of a new office tower, the creation of a new campus for Simon Fraser University and redevelopment activity at the Surrey City Centre Mall.

A major development application has been received for the site adjacent to the King George SkyTrain Station for five residential towers, proposing 1,300 dwelling units along with 13,700 square metres of retail floor area.

Surrey Council has implemented initiatives through the Whalley Revitalization Strategy and the "Clean and Safe City Initiative", which include the upgrading of Holland Park and the North Surrey Recreation Centre and lower development cost charges to stimulate residential growth within the City Centre. All of these factors are contributing to a new sense of optimism for the area's future.

2) Surrey Central Transit Village – The Core of Surrey's Regional Town Centre

The TOD project at the Surrey Central Station will build on the momentum being generated by Council's various initiatives and renewed development interests. This Showcase project provides an important opportunity to examine the land use, development and urban design context of Surrey City Centre, to determine how the Surrey Central Station can be integrated with the neighbourhood. The objective is to create an environment that is supportive of transit use, walking and cycling for workers, residents, students, shoppers and others doing business or using facilities in the area.

In preparation for development of a TOD Plan for Surrey Central, two workshops were held in December 2004: one with inter-agency staff; and one with community representatives. Problem statements were developed, based on the workshop results for use at a two-day "Ideas Forum" held in January 2005. This Forum invited a broad range of professionals to generate ideas through images and policy directions towards realizing a Transit Village plan that incorporates TOD principles. The process followed a thorough analysis of site conditions and characteristics, analysis of existing policy, issues development and preparation of a background brief. The outcome of the workshops, Ideas Forum, and subsequent public input received at two public open houses is the foundation for the preparation of a comprehensive Transit Village Plan for the Surrey Central SkyTrain Station area that incorporates TOD principles.

C. STUDY AREA

The area within 500 metres of the station, the walkable distance to a transit station, is the area that will be the focus of the detailed Transit Village Plan. As the Surrey Central Station area is one of three transit stations located within Surrey City Centre, the process and principles employed in the development of this Transit Village Plan may be seen as a model for future development of similar plans for the adjoining stations.

The area within 800 metres of Surrey Central Station (see map attached) can be described as an area of influence where understanding use patterns and developing road and pedestrian linkages will be important in developing the Transit Village Plan.

D. PURPOSE AND PLAN GOAL

The goal for the Surrey Central TOD Plan, as prescribed by the Showcase Program, is to realize an attractive, safe, compact, high-density, mixed-use community centred on the Surrey Central SkyTrain Station that, by design, invites residents, workers and shoppers to drive their cars less and use green modes of transportation such as transit, walking and biking more. The Showcase project offers the opportunity to combine the liveability and the economic performance goals of the City of Surrey Official Community Plan, with the transit ridership goals of the GVTA.

This planning process will build upon its strategic location as a RTC that has regional services in place, existing rapid transit service and long standing land use plans that already encompasses many aspects of TOD. This plan will inspire action and provide practical tools to refine the mix and density of land uses allowed, including the provision of public open spaces, establishment of a finer street grid, and creation of active and pedestrian-friendly streets that are also safe and attractive for automobiles, buses and bicyclists. This plan will also refine design guidelines to ensure buildings are oriented to the street, to minimize and develop strategies for surface parking and to establish a positive identity for the area. This work will be reviewed for market viability. Proposed principles for creating the Surrey Central Transit Village have been included as Appendix I.

Environmental benefits are realized through more trips taken by transit, walking and cycling, which will lead to a reduction in greenhouse gas emissions, a general improvement in air quality and less congestion. The more compact urban form also conserves valuable land resources.

A well-designed pedestrian-friendly urban centre situated around transit services can generate considerable economic benefits. Economic benefits include increased commercial activity, increased interest in residential and office development, and increased property values for businesses and residents. Liveability benefits include community building and place-making, which in turn fosters pride and stewardship in the community. With the ageing of the population, more people will be looking for places to live where driving is an option rather than a necessity, with opportunities to access services, shopping, and recreation.

The project will focus on both plan formulation and plan implementation. The project budget includes:

- the development of a plan;
- the development of an implementation strategy; and
- the development of a prioritized strategy for capital spending to assist in implementation.

The outcome of the work will include the preparation of design, economic, regulatory, and promotional tools necessary to ensure that the goals of a vibrant, liveable and economically prosperous centre are realized.

E. STUDY OBJECTIVES

Achieving a successful TOD plan for Surrey Central Station will require a participatory planning process that will lead to immediate, medium and longer-term infrastructure investments to enhance precinct accessibility and design, as well as the development of integrated plans for longer-term land use change. To this end, the following key objectives are identified:

- 1) A collaborative and inclusive planning and design process that includes the City of Surrey, the GVRD, TransLink, the business community, the university community, citizens and other interested groups and fosters commitment to a vision for the Surrey Central TOD Plan.
- 2) Identifying elements of existing plans/policies and regulations that should be retained and built upon to create a successful transit village.
- 3) Preparation of more detailed plan alternatives and policies as a means of ensuring that opportunities for innovation in realizing a significant shift in travel mode are fully explored.
- 4) Achievement of a plan that clearly delineates transportation elements that contribute towards goals for achieving a mode shift from private automobile use to transit, walking and cycling.
- 5) Focus of development and investment interest in the area to attract people to live, work, shop and take advantage of the amenities in the area.
- 6) Identification of strategies to overcome perceived impediments to success (i.e. fragmented land ownership, interest in redevelopment, transit service, etc.).
- 7) Demonstration of how improvements identified in the refined plan will be financed and implemented (e.g. taming King George Highway, making improvements to the SkyTrain station, etc.).
- 8) Preparation of a phased strategic implementation plan with targets and measures that recognize immediate and longer-term needs and opportunities.

F. AVAILABLE RESOURCES

Preparation of the Surrey Central Transit Village Land Use Plan will build upon the existing plans for the area and the outcomes of the two workshops, an Ideas Forum, the two public open houses conducted to date, and a number of other background studies. The plans will also be informed by results from associated studies conducted separately.

A separate Transit Operations Study is being undertaken to review transit operations at Surrey Central with reference to issues impacting "short term" and "long term" options for improving transit operations. "Short term" options will review issues of security, clarity and way finding and transit operation efficiencies. "Long term" options will define transit operations for an urban centre that will evolve with the development of the Transit Plan. The information produced as part of this study will provide the consultant team with operational requirements that need to be addressed with the preparation of the plan.

The process of conducting this study may identify the need for additional studies that focus on specific aspects of creating and implementing a land use

plan.

The list of resources, attached as Appendix II, will be provided to the successful Consultant team to provide a context for this study.

G. LAND USE PLAN STUDY DELIVERABLES

The completed transit village plan will provide concepts that are readily interpreted and encourage investment at Surrey Central.

The process will explore at least three land use options that examine alternative means of achieving the stated goal, followed by the development of a consensus on a preferred alternative. Detail for the preferred option will be developed to support and realize its successful implementation.

The deliverables are outlined below:

- 1) **TRANSIT VILLAGE LAND USE PLAN DOCUMENT** that considers the relationship of the Surrey Central Transit Village area to the larger context of Surrey's City Centre, including the Gateway and King George SkyTrain Stations and adjacent residential/commercial land uses. Once planning principles and evaluation criteria have been developed, the key components listed below should be conceptually considered in the development of three plan options that address the principles, goals and objectives, as well as implementation implications. Options should be at a level of detail that provides direction and suggests implementation and actions, but allows for flexibility and further dialogue in the implementation of specific elements.

The options will be evaluated using the established criteria to justify the selection of a preferred option.

The refined preferred Transit Village Plan option will include each of the key components listed below, as well as a rationale behind each aspect of the plan, including policies, guidelines, priorities and possible implementation measures. The key components of the Transit Village Plan document include the following:

- a. **Land Use Component** that builds on existing plans and policies, and results of associated studies, to confirm or revise the land use mix, policies and location of uses while maintaining the City Centre's role as a high density, mixed use centre. It will clearly illustrate the hierarchy of densities proposed, the optimal building blocks and the rationale behind what is proposed and how these elements will contribute to energy efficiency. It will identify how land uses are to transition from the transit village to adjacent areas.
- b. **Public Parks and Open Space Component** that develops a concept for pedestrian and bicyclist linkages throughout the transit village area as well as to larger city and regional open space systems.
- c. **Urban Design Guidelines** that build on existing guidelines to ensure intended character and identity for the area are achieved. This component will identify optimum block and parcel sizes and configurations, given constraints, to provide for a positive, pedestrian-scale relationship between buildings and the streets onto which they face. It will identify street function and character types consistent with the transportation network plan. It will describe and illustrate building typologies and the general architectural expression sought along with desired building height, massing, orientation, setbacks and location restrictions for each type. These revised design guidelines will identify a unique regional identity for the Surrey Central area.
- d. **Transportation Network Plan** for at least the 800-metre radius and beyond, as necessary, that considers and builds on existing City Centre road standards and takes into account the recent upgrades made along King George Highway. This component is to consider pedestrian, bicyclist, transit, and automobile networks that identify interrelationships, access, safety concerns and proposed connections to inter and intra neighbourhood destinations. All transit options are to provide opportunity, flexibility and incentive for existing and future developments and public amenities and facilities (including retail uses) to be integrated and link positively with the transit infrastructure in the study area. The Transit Network Plan will:
 - Include sketch cross-section designs, where necessary, for key streets and King George Highway to identify different street classifications and conditions to accommodate friendly environments for pedestrians, transit, bicycle, and vehicular needs.
 - Identify the location of any new streets proposed to create a finer road grid, and the prioritize acquisition and development of these streets. Provide recommendations regarding the technical feasibility of achieving the recommended streets/grid, and of opportunities through redevelopment.
 - Development of options for the design, function, and operations of transit service in Surrey Central including:
 - The design, function, location, and possibilities to rationalize the Transit Exchange;
 - Routing, circulation, and service design of buses serving Surrey Central, including the proposed Rapid Bus along King George Highway. Options should be able to accommodate the potential for a rapid bus service along Fraser Highway terminating at Surrey Central Station;
 - Opportunities to improve pedestrian and cyclist access to the Station from all directions immediately adjacent to the SkyTrain station including the Transit Exchange;
 - Safety and security measures in a way that enhances the Station as a public space, both day and night and throughout the year. This should include a review of CPTED issues with respect to the proposed options;
 - Passenger needs such as a wayfinding system, schedule/system information, information kiosks, electronic information displays, comfort while waiting, etc. Particular issues affecting persons in wheelchairs and other mobility limitations should be considered.
- e. **Utility Component** that identifies required servicing capacity for the proposed plan. City staff will identify the sewer, water, and drainage servicing capacity planned for the area. The consultant will assist in identifying whether the anticipated demand for services exceeds capacity by providing the City with anticipated population/employment figures per hectare for the build out of the proposed plan.

- f. **Public Amenities** to support, attract, and achieve the stated goals and objectives for the creation of this transit village and to serve the portion of the region south of the Fraser River.
 - g. **High Level Parking Analysis** to review and recommend optimal short term and long term off-street parking requirements and management strategies to support the preferred plan and needs of a RTC based on the proposed land uses and density. Opportunities for accommodating on-street parking needs are to be identified at a high level including identification of potential locations and management strategies.
- 2) **SURREY CENTRAL TRANSIT VILLAGE PLAN EXECUTIVE SUMMARY** to provide an overview of all the components of the larger plan document with a brief background section followed by the key elements of the plan including pertinent maps and illustrations. All related documents and components should also be identified in this summary document along with a listing of key recommendations.
 - 3) **IMPLEMENTATION COMPONENTS** to assist in achieving the stated goal and objectives of the preferred plan within an identified timeline. These components include the following:
 - a. **Recommendations regarding Capital Works** to be completed as part of the Showcase funding agreement. The Transportation Showcase funding includes the completion of initial capital works as part of the implementation of the plan by the end of 2006. To allow time to obtain Council and Board approval and to undertake design work and construction, the proposed capital works project(s) need to be identified by early November 2005.
 - b. **A Phasing Plan** for the public investments (including roads, utilities, public places, public-private partnership opportunities, etc.). In general, the phasing plan will categorize investment and identify priorities in terms of short (up to five years), medium (five – ten years) and long-term (15+ years) investments.
 - c. **Suggested Amendments** to the Official Community Plan including, but not limited to land-use and policy amendments, Development Permit Guidelines (possibly specific to the study area), etc.
 - d. **Suggested Amendments** to the Zoning By-law which may include new zones, parking standards/restrictions, setbacks, densities, etc. Amendments to other City bylaws/regulations may also be included in this package, and may include items such as on-street parking management.
 - e. **Financing Plan** to realize the components outlined in the land use plan. This plan will need to distinguish between the financial responsibilities of private developers (both individually and collectively), the City of Surrey, the GVTA/GVRD, and other potential partners and correspond with the timelines proposed in the phasing plan. This plan should identify expected costs, outline potential incentives to achieve the plan objectives and amenities, and outline the required actions, resources, implications, and timelines required to implement components of the plan. Sources of funding to implement the plan need to be identified and quantified to ensure that the proposed capital works are, in fact, feasible.
 - f. **Monitoring and Evaluation Plan** to track development progress in the transit village.
 - 4) **A PLAN FOR INVOLVING THE PUBLIC AND STAKEHOLDER PARTICIPATION** in the development of a Surrey Central Transit Village Plan. All of the work leading to completion of this plan is to be undertaken through an inclusive process that engenders community ownership of the plan and builds agreement among governments, agencies and the community to realize implementation. The following groups, among others, are to be included in the consultation process:
 - a. **Showcase Steering Committee** – made up of City of Surrey, TransLink and GVRD staff. The consultant team will work closely with the Steering Committee through one City and one regional contact person. Regular meetings are to be held with key consultants, as necessary, to keep the Steering Committee apprised of progress and issues. These meetings are to be held approximately every three weeks or as otherwise required.
 - b. **Community Stakeholder Committee** – to include residents, business owners, property owners, social agency representatives, institutional representatives, developers and other representatives of special interests in the area. This Stakeholder group should provide input at key milestones in the process.
 - c. **Technical Advisory Committee** – made up of staff from the City and Regional agencies with particular areas of expertise. The members of this group are to be involved as technical issues and solutions are raised through the development of the plan. A meeting to introduce the process and the role of the members of this committee is to be held by the consultants as part of the initial start-up of the work of the project.

The following is a list of meetings and workshops which are anticipated for this project:

- a project launch meeting;
- eight 2-hour meetings with the Steering Committee;

- three 1/2 day workshops with staff;
- three 1/2 day workshops with community representatives;
- two 3-hour meetings with the Community Stakeholder Committee; and
- three 4-hour public open houses.

The public consultation plan is to be supplemented with a minimum of two public newsletters to update the public on the progress of the planning process. The newsletters are to be in a form that is conducive to mailing out and placing on the City's web site. Mailing costs will not be the responsibility of the Consultant team. All display materials and supporting information for public consultation are to be developed by the Consultants.

- 5) **PROGRESS REPORTS** that track the progress and results at study milestones. Progress Reports produced for review and approval by the Steering Committee and review by Surrey City Council, the TransLink Board, and the public will be provided at the following milestones. Each progress report will include a section on public involvement:
- a. **Refinement of the Work Program** to address the issues, opportunities, and challenges to achieving a Transit Village at Surrey Central. This milestone is to confirm the proposed principles for the plan and identify, describe and define the essential, highly desirable, and optional elements of this Transit Village. Establish corresponding evaluation criteria, to be agreed upon by the Steering Committee, to evaluate the plan options and select a preferred plan.
 - b. **Development of Transit Village Plan Options** that address the plan principles. This milestone includes the evaluation of these options, to be completed by the end of November 2005. It will include the incorporation of public consultation on the options, their evaluation, and the recommended capital works to be completed as part of the Transportation Showcase funding agreement.
 - c. **Refinement of Preferred Transit Village Option** and all of its components identified under G 1) above. This milestone also includes the development of an implementation strategy to achieve the plan. This is to be completed by the end of January 2006, including the incorporation of public consultation for review and comment by the Showcase Steering Committee and the Technical Advisory Committee.
 - d. **Final Proposed Transit Village Plan and Implementation Strategies** that incorporate commentary from the Committees for adoption by Surrey City Council and the TransLink Board by February 2006.
- 6) **TRANSIT VILLAGE PLAN BOOKLET** that includes a concise accessible, descriptive summary of the plan for publication in a colour format.

The final product of this study, the Transit Village Plan Booklet, is expected to contain strong graphic presentations in both paper and electronic format. Ten draft copies of materials for review and ten final copies of materials in both printed and electronic formats are to be provided at the end of each Phase of the work of developing the Plan.

H. CONSULTANT'S SUBMISSION REQUIREMENTS

In submitting a proposal to undertake this Study, the Consultant is expected to provide at least the following information for consideration by the City:

- 1) Statement of understanding of the project and project requirements;
- 2) The proposed public consultation process and its relationship with the process in the formulation of land use plans;
- 3) The proposed approach to develop the overall transit village plan and the implementation measures to realize the concept;
- 4) A proposed work program and schedule that addresses the completion of all required deliverables and milestones by the identified timelines. Each task should be listed with an explanation of intended methodology for completing the task, the timeline proposed to complete the task, and the time that each specific consultant will spend on each task;
- 5) Description of the multidisciplinary consultant team (led by a designer or planner), whose expertise includes planning, urban design, landscape architecture, transportation and transit planning/engineering, and financial skills. The consulting team must include members that have the ability to facilitate and effectively engage the public in a consultative process that strives to build community capacity. It is desirable that facilitators for the process be independent of the design group to ensure a high level of objectivity in facilitating discussion;
- 6) A list of similar projects that each of the individual consultants on the team have completed, and a brief description of the specific advantage and insight each member can bring to this project;
- 7) A description of the value that this consultant team would add to the Transit Village project; and

- 8) The upset cost limit for the assignment and proposed payment schedule including a detailed breakdown of personnel, hours that each identified consultant will devote to each phase of the project and a billing rate for each consultant.

I. TIMEFRAME AND BUDGET

An information session for consultants wishing to prepare submissions will be held on May 17, 2005 at 10 a.m. at Surrey Central. The session will afford an opportunity to ask questions of staff regarding various aspects of the project.

The budget for the work outlined in this Terms of Reference is between \$150,000 and \$200,000.

Please submit six copies of the proposal along with an electronic copy to the City of Surrey Planning and Development Department by 4:30 p.m. on May 30, 2005. For further information, please contact:

Judy McLeod, Manager Long Range Planning & Policy Development Planning & Development Department City of Surrey 14245 – 56 Avenue Surrey, BC V3X 3A2 Telephone: (604) 591-4606 JMcleod@city.surrey.bc.ca	Lynn Guilbault, Senior Planner Long Range Planning & Policy Development Planning and Development Department City of Surrey 14245 – 56 Avenue Surrey, BC V3X 3A2 Telephone: (604) 591-4781 LGuilbault@city.surrey.bc.ca
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All submissions to the City under this proposal call shall be the property of the City. The City of Surrey shall make a decision on the selection of a consultant through its sole discretion, and shall reserve the right to cancel this proposal call without selecting any consultant at any time.

Appendix I

SURREY CENTRAL TRANSIT VILLAGE PRINCIPLES

1. Focus high quality development within a 500 metre walking distance of the Surrey Central SkyTrain Station and ensure that the station is accessible by buses, bicycles, and automobiles.
2. Encourage a variety and mix of land uses to include residential, employment, retail, and civic amenities. Surrey Central needs to be a vibrant, spirited and entrepreneurial place through diverse land uses, building forms, businesses and civic amenities that are infused with a sense of celebration to serve the village as well as the area of the region south of the Fraser River.
3. Strive to achieve high-density development to create a compact village.
4. Provide active pedestrian-friendly streets that also safely accommodate automobiles, buses and bicyclists.
5. Provide a fine-grained street grid that is interconnected with smaller urban city blocks that integrate buildings, places and activities and processes.
6. Orient development to the street to create a neighbourly environment and ensure a human scale.
7. Minimize the amount of surface parking.
8. Create a sense of place/civic identity for the area with abundant open and accessible public spaces that are programmed.
9. Provide a clean green place that is environmentally sustainable and energy efficient through built form and the provision of natural spaces.
10. Test the plan for market acceptance

Appendix II

AVAILABLE RESOURCES

The goal and these objectives are to be addressed through a number of studies that will inform the development of a Surrey Central Transit Village Plan. The following information will be provided to the successful candidates by the regional and city partners in this process to provide a context for this study:

- 1) Surrey City Centre Plan (October 1991)
- 2) Surrey City Centre Urban Design Concept (July 1993)
- 3) Surrey City Centre Executive Summary (February 1991)
- 4) Surrey's Official Community Plan (October 1996 as amended)
- 5) Proposed Street Lighting Concept Plan – Surrey City Centre (June 1993)
- 6) Liveable Region Strategic Plan (January 1996)
- 7) Surrey Zoning Bylaw #12000 (as amended)
- 8) Surrey Central Station Ideas Forum Reference Book (January 2005)
 - Ideas Forum Problem Statements
 - General City of Surrey Information
 - Surrey City Centre Profiles
 - Surrey Central Transit Village Planning Process Background Brief
 - Scope – Transit-Oriented Development: Surrey Central Transit Village
 - Surrey Central Transit Village – Summary of Results: Staff Representative Workshop (December 14, 2004)
 - Surrey Central Transit Village – Summary of Results: Community Representatives Workshop (December 16, 2004)
 - Workshop Display Boards
 - Traffic Counts
 - Transit Information
- 9) Ideas Forum Team results
- 10) Public Open House Boards
- 11) Public Open House results
- 12) Surrey Central Transit Village Plan Principles
- 13) Concurrent Studies

Appendix III

Questions raised out of the Ideas Forum, Workshops and Public Open Houses in the Start-Up Phase of the Surrey Central Transit Village Plan Process

The following key questions are to be addressed by this study. Each of these questions applies to the 500-metre area, but considers the conditions and connectivity beyond this area. Answers to these questions should also consider opportunities for incorporating environmentally sustainable solutions and ways that this station area differs from the others in Surrey and the region.

PRINCIPLES – Focus development around the SkyTrain Station. Create active pedestrian-friendly streets that also safely accommodate automobiles, buses and bicyclists. Create a clean green place.

- How can the transportation infrastructure be developed to provide more opportunities for energy efficiency in terms of densities, mixes of uses, and opportunities/encouragement for forms of travel other than the private automobile? What specifically needs to be included in the plan to encourage people to choose sustainable transportation modes? How can the transit system be designed to provide for a more attractive and pedestrian-friendly environment?
- How can the station and transit components of this area be reconfigured to be more attractive and improve functioning?
- How can the area within the 500 to 800-metre ring support the plans for the area within the 500-metre ring?

PRINCIPLES – Provide mixed land uses. Provide high-density development. Create a fine grained street grid

- How can the existing land use plan be refined to be more energy efficient?
- How should residential, retail and office uses transition from the transit village to adjacent areas?
- How can the costs of creating the finer grid be shared beyond the immediate impacted properties to include the larger area that will benefit?

PRINCIPLES – Ensure market acceptance of the plan. Create a sense of place/civic identify.

- How can the market help achieve land use and transportation objectives for energy efficiency?
- How can the Surrey City Central Transit Village Plan be marketed as an attractive unique "place" that draws development and people to live, work, shop and recreate in? What specific improvements are required to do this? How will this transit village be distinctive from other SkyTrain station areas in Surrey and other Regional Town Centres in the GVRD?
- What are the priorities, timelines, and resources required for implementing the revised plan? More specifically, what are the initial capital improvements that can be conducted within a year?
- What are some of the trends in office and retail uses in general and how could they affect development in the Surrey Central area?
- How does development elsewhere in Surrey (especially around the other Surrey SkyTrain stations as well as along 104 Avenue to the Guildford area) and the Lower Mainland affect the achievement of the goal to provide residential housing options and employment-generating land uses in Surrey Central? What can be done to improve residential development opportunities in Surrey Central?
 - What impact does residential proximity and density have on the location and amount of office and/or retail development? What is the relationship between residential, retail, and office development and what needs to happen first?
 - What types of retail and office uses are most marketable and desirable in a transit village centred on the Surrey Central SkyTrain Station (taking into account the location of a SFU campus and a leased Central City tower in area)?
 - What is the range of residential options appropriate and marketable in a transit village?
 - What preconditions need to be in place to attract both marketable and desirable types of residential, retail and office uses to Surrey Central Transit Village? How can these preconditions be met?

PRINCIPLES – Orient development to the street. Minimize surface parking.

- What improvements can/should be made to the built environment and public realm of this unique transit village and how can they be achieved?
- What revisions to current plans are necessary to realize this unique transit village? What other tools are required?
- How would the existing design guidelines be amended to implement these ideas?
- How valuable are the large surface commercial parking lots in the area and what will it take to encourage their redevelopment into high-density mixed land uses?

Appendix "B"

Corporate Report

NO: R036

COUNCIL DATE: FEB 21/05

REGULAR COUNCIL

TO: Mayor & Council

DATE: February 17,
2005

FROM: **General Manager,
Planning and Development** FILE: **6520-20
(Surrey City
Centre)**

SUBJECT: **Transport Canada Urban Transportation Showcase
Program –
Results of Phase I Work to Date**

RECOMMENDATION

It is recommended that Council receive this report as information.

INTENT

The purpose of this report is to update Council with respect to the results of the initial public consultation and the Ideas Forum held as part of the Transit-Oriented Development ("TOD") component of the Transport Canada Urban Transportation Showcase Program (the "Showcase Program"). This update is provided prior to holding two public open houses in March 2005. In addition to presenting information on the Showcase Program to the public, these two public open houses will invite broader public input into the Surrey Central Transit Village Plan process, prior to developing a Terms of Reference for use by a consultant team in preparing such a plan.

BACKGROUND

The Showcase Program is designed to encourage Canadian municipalities to adopt more energy-efficient transportation and land use patterns and practices. This 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"). Surrey is participating in two Showcase programs: the TravelSmart Program and the TOD Program. This is a progress report for the Surrey Central TOD program.

The study process of the Transit Village component of the Showcase Program will include an examination of how the land use, urban design and development context can help increase transit use, cycling and walking for workers, residents, students and shoppers in the area through the application of TOD principles. This process will also include an identification of capital works that should be implemented in support of the final transit-oriented village plan.

On November 29, 2004, Council considered Corporate Report No. C011, (attached as Appendix I) and authorized staff to proceed with the Surrey components of the Showcase Program. Specifically, Council resolved to:

"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*

Direct staff to provide reports to Council, complete with recommendations at appropriate milestones in these processes."

Proposed Surrey Central Transit Village Plan Process

The key deliverable of the Surrey Central Transit Village Plan program is a plan that incorporates TOD principles in the 500 to 800-metre area surrounding the Surrey Central SkyTrain Station. The process to accomplish this is divided into three phases that will take place over the next two years. The phases include:

Phase I	Project Start Up
Phase II	Draft Plan Preparation and Adoption
Phase III	Plan Implementation

Phase I of the project has been partially completed.

Results Of Phase I – Project Start-Up

The consultation and documentation, to date, as part of Phase I has included the following:

- **Background Report** – A Background Report has been prepared, which outlines the history of the policy framework for the Study Area, improvement initiatives that have taken place and are on-going, development activity, a demographic profile and a transportation profile for Surrey's City Centre area. This report points out the changes in the areas covered by the City Centre Plan that have occurred since 1991. The Surrey Central Transit Village focuses on a specific area of the 1991 Plan that encompasses the land within a radius of 500 to 800 metres around the Surrey Central SkyTrain Station.
- **Scope Handout** – This handout, attached as Appendix II, explains the Showcase project, including its goals, objectives, outcomes, process and timelines.
- **Workshop with Staff Representatives** - A workshop was held on December 14, 2004 with staff from the City, GVTA, and GVRD to identify key issues, challenges, opportunities and successes in the Surrey Central area. The results of this workshop are summarized in the draft Public Open House boards included as Appendix III. Some of the key issues identified by staff toward achieving a TOD plan include:

- Image of the area;
- Dilution of development, to date, due to the large size of the 1991 plan area, which has prevented the creation of a concentrated urban centre and destination;
- Fragmented land ownership makes it difficult to assemble and develop land; and
- Existing bus loop location creates an obstacle to pedestrian movement.

Some of the key opportunities identified by staff include:

- Create a sense of place that builds on the area's successes (i.e. the Central City Building, SFU Campus, public improvements made, the Whalley Revitalization Strategy initiatives, etc.) to create a more positive image for the area;
 - Improve street level interconnections between the SkyTrain Station and nearby amenities (parks, recreation facilities, mall, etc.);
 - Reduce the size of large city blocks to provide a more urban and pedestrian scale;
 - Insist on high-quality development and support this initiative with revised development guidelines; and
 - Relax parking requirements to encourage the redevelopment of the large surface parking lots in the area.
- **Workshop with Community Representatives** – A workshop was held on December 16, 2004 to identify key issues, challenges, opportunities and successes in the Surrey Central area from the perspective of a broad range of community representatives. Both the staff and community representative workshops included a PowerPoint presentation about the TOD principles from a consultant and this presentation has been made available on the City's website. The results of this workshop are summarized in the draft Public Open House boards included as Appendix III. In general, the participants in this workshop supported the efforts that have been made to clean up the area, had a sense of optimism and enthusiasm about the potential for change and liked the change in atmosphere brought about by the SFU Surrey Campus and the Central City tower. The obstacles about the area that were identified included:
 - Roads and parking lots are the most prominent features;
 - Lack of activity creates security and safety concerns and fuels the negative image of the area;
 - Outward orientation of transit focuses on Vancouver instead of connecting Surrey City Centre with the rest of Surrey;
 - Bus loop and parking lot location impedes pedestrian access to recreation centre and Central City tower;
 - Limited quality, variety, and operating hours of shopping facilities in the area also reduces the draw to residents to come to City Centre from other parts of Surrey;
 - Limited incentive to revitalize commercial properties results in little redevelopment to a more vibrant City Centre; and
 - Poor transit connections from Surrey's City Centre to other parts of the region south of the Fraser River.

Ideas and solutions identified by the community representatives included:

- Add new cultural/recreational facilities and community events;
 - Tame King George Highway to better accommodate pedestrians and bicyclists;
 - Improve transit connections to the rest of Surrey and the region south of the Fraser River;
 - Orient development and activities towards the street to improve safety;
 - Create a civic plaza; and
 - Encourage mixed-land uses and high-quality commercial development.
- **Ideas Forum** – This two-day event was held on January 20 and 21, 2005 and consisted of four teams with members representing a wide range of prominent professional experts, staff, and community representatives. Six "problem statements" were generated based on the results of the two workshops held in December 2004. Each of the problem statements identified an issue followed by a series of questions to be addressed. The Ideas Forum participants focussed on identifying solutions to the problem statements. Final team presentations, from the two-day exercise, which were open to the public, were held on the second day (January 21, 2005) between 2:00 p.m. and 5:00 p.m. The key ideas generated and a list of all the participants at the forum are included in Appendix III, along with some of the supporting graphics prepared by the teams during the forum.

Examples of some of the of ideas generated include:

- Provide high-density development in medium height buildings (between four to eight stories). The reduced height may encourage development and create vitality sooner than waiting for high-rise development. This type of building profile may also reinforce a unique identity in the region;
- Relocate the existing bus loop to either future streets that have smaller block sizes, to between the Surrey Central station and King George Highway or along dedicated bus lanes on King George Highway;
- Create a vibrant retail environment in or adjacent to the bus loop area to improve security in the loop and provide convenient shopping opportunities for transit riders;
- Enforce bylaws dealing with property maintenance to improve image and property value in area;
- Concentrate small ground floor retail uses in a two to three-block area anchored by a major tenant. These smaller retail units would provide more affordable space to attract small businesses;
- Promote the development of a hotel/convention centre and spectator arena on the southeast corner of City Parkway and 102 Avenue;
- Store idling buses either on the outer edge of the bus loop away from pedestrians or at the King George Station as long as all buses stop at Surrey Central Station;
- Establish a Development Corporation to advance the Transit Village plan goals and objectives;
- If Big Box developments are inevitable, ensure that they fit within an urban, pedestrian-friendly environment (place parking either underground or behind the store, reduce setbacks to bring the front of the store up to the public sidewalk, have windows facing onto the street/sidewalk, and provide at least two-storeys);
- Form partnerships to develop land and facilities that benefit public and private interests such as a partnership between the City and SFU to develop shared library and recreation facilities; and

- Issue a Request For Proposals for ideas to develop the City-owned land in Surrey Central to serve as a catalyst for private development.
- **Public Lecture Titled "Making Places: Connecting Where We Live, Work, and Play"** – This lecture was presented on the evening of January 20, 2005 in the SFU-Surrey Campus mezzanine area and was free and open to the public. This was the first time that the SFU Cities Program Lecture Series has been held at the Surrey Campus. Over 300 people attended the lecture and the Mayor provided opening remarks. Joseph Minicozzi, an Urban Designer from North Carolina, and Ian Lockwood, a Transportation Engineer from Florida, made the presentation. Both presenters also participated as team leaders in the Ideas Forum.
- **Surrey Central Transit-Oriented Village Information on the City's Website** – All of the information generated up to the Ideas Forum is included on the City's website. The Ideas Forum material and display materials for the proposed public open houses will also be placed on the web site;

Final Steps in Phase I

The last two steps to be completed in Phase I include, firstly, presenting the findings, to date, to the public for further input and, secondly, developing a Terms of Reference for the work of a consultant team, which will be retained to prepare the Transit-Oriented Village plan for the Surrey Central station area.

Two public open houses are planned to present the Phase I information to the public as follows:

- Thursday, March 10, 2005 from 2:00 p.m. to 8:00 p.m.
- Saturday, March 12, 2005 from noon to 6:00 p.m.

Both open houses will be held in the Central City Tower/Mall. The purpose of these open houses is to inform the public about the study process, share the results generated to date and receive further input. To assist in clarifying input received at the open houses, Surrey artists will be available to sketch ideas expressed by the participants. The open houses will include formal presentations, at advertised times, during which the process and results to date of Phase I will be summarized and an outline of the anticipated process over the next two years will be presented.

The input received at these two open houses, together with the results, to date, from the Phase I work will be incorporated into a Terms of Reference for the purpose of retaining a consultant team to prepare a Transit-Oriented Village Plan for the Surrey Central station area. The results of the open houses and the Terms of Reference will be forwarded to Council for approval, prior to a call for proposals being issued with regard to retaining the consultant team for the Phase II component of the project.

CONCLUSION

Phase I of the Surrey Central TOD project is almost complete. This phase included the development of background material, two workshops, an Ideas Forum and a public lecture. The remaining tasks to conclude Phase I are the presentation of the Phase I results to the public at two open houses and the development of a Terms of Reference that encompasses the findings from this phase for the purpose of retaining a consultant team to undertake Phase II of the project, the preparation of a transit-oriented village plan for the Surrey Central station area.

A further report will be forwarded to Council, in due course, that will summarize the results from the public open houses and will seek Council approval of a proposed Terms of Reference for use in retaining a consultant team to move into Phase II of the project.

Original signed by

Murray Dinwoodie
General Manager
Planning and Development

LG/kms/saw

Attachments

- Appendix I Corporate Report No. C011 (without Appendices)
- Appendix II Scope of Project Handout
- Appendix III Draft Public Open House Broads summarizing results of Workshops and Ideas Forum

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