



# Corporate Report

NO:C005

COUNCIL DATE: March 6, 2006

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## COUNCIL-IN-COMMITTEE

TO: Mayor & Council DATE: March 3, 2006  
FROM: General Manager, Planning and Development FILE: 6520-20  
(Surrey City Centre)  
SUBJECT: Urban Transportation Showcase Program – Status Report on the  
Development of a Transit Village Plan for the Surrey Central Station Area

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## RECOMMENDATION

The Planning and Development Department recommends that Council:

1. Receive this report as information; and
2. Authorize staff to proceed with a Public Open House to receive public input on the preferred Transit Village Plan option, as described in this Report.

## INTENT

The purpose of this report is to provide Council with an update on the status of the preparation of the Transit Village Plan for the area immediately adjacent to the Surrey Central SkyTrain Station (see Study area in attached Appendix "a"). The Transit Village project is a component of the Transport Canada Urban Transportation Showcase initiative. This report is being forwarded to Council in advance of a Public Open House, at which the public will have an opportunity to view a preferred option for the Transit Village Plan and to provide input. It also outlines some preliminary implementation considerations for realizing the proposed plan.

## BACKGROUND

On October 17, 2005 City Council received Corporate Report No. C018 (attached as Appendix "b") that provided an update on the first three-phases of the consultant contract to develop land use and transportation plans for the Surrey Central Transit Village area. Council approved the recommendations of that report. A Public Open House was held on October 26, 2005, at which the information contained within the Corporate Report was available for public review.

The consultant team comprised of Hotson Bakker Bonniface Haden Architects+ Urbanistes, Urban Forum Associates, Coriolis Consulting Corp. (financial consultants), Don Wuori Design Landscape Architecture, Hamilton Associates (transportation engineers), and transit planning consultant Jarrett Walker has been working with staff from the City of Surrey and TransLink to develop an integrated transportation and land use plan. The first three-phases of the consultant's work, described in more detail in Appendix 2, include:

- Phase 1 – Start-Up and Research
- Phase 2 – Planning Principles and Evaluation Criteria
- Phase 3 – Concept Plan Options

Four "draft concept options" were attached to the October 2005 Corporate Report, and were presented for public input at the October Public Open House. The key variables that were explored in these options included civic/open space, accommodation of future Rapid Transit service (including rapid bus in the near term and possibly LRT in the longer term), regular bus service connectivity and circulation, and options for the proposed finer grained street network.

## **DISCUSSION**

The following is an overview of the work undertaken by the consultant and staff team since the Council presentation on October 17, 2005 including work associated with Phase 4 – Preferred Plan and Preliminary Implementation Considerations. The Consultants' Progress Report is attached as Appendix "c".

### **Public Open House**

A Public Open House was held on October 26, 2005, in the foyer of the Central City office tower and mall. This location allowed the opportunity to gather input from SFU students, office workers, residents, and shoppers. It is estimated that approximately 80 people attended. Eighteen comment sheets were returned. The following is a summary of the key themes that emerged from the comments submitted by the public:

- Include a community policing station in the area;
- Provide enhanced transit service, such as direct bus service to White Rock, bus waiting areas, and good connections between buses, SkyTrain and future rapid bus service;
- Provide a larger library in the plan area;
- Improve pedestrian and bicyclist safety and orientation in the area;
- Retain traffic capacity on King George Highway. There was concern that additional traffic lights on King George Highway would slow traffic and provide more points of conflict between vehicular traffic and pedestrian/cyclist traffic;
- Retain a recreation amenity in the area – the North Surrey Recreation Centre is an important amenity to have in the area;
- Include more street front retail in the area - concentrate development in the heart of Whalley; and

- Expand green areas and open space in the Surrey Central area.

#### **Phase 4 – Preferred Plan and Preliminary Implementation Considerations - Stakeholder Workshops**

To follow-up on the results of Phase 3, the consultant and staff team held further workshops and consultations with key stakeholders and experts:

- A transportation workshop was held on November 1, 2005 to discuss roadway and transit issues. TransLink, Coast Mountain Bus Company, SkyTrain and key City of Surrey Engineering staff participated;
- On November 8, 2005, a second Inter-Agency workshop was held with staff from key Departments from the City of Surrey, TransLink, SkyTrain, Coast Mountain Bus Company and the RCMP to discuss the implications of the preferred plan and review the proposed phasing plan and potential land acquisition requirements; and
- On November 17, 2005 a second workshop was held with community stakeholders to review the components of the preferred plan option, including development, land use, parks and public open space, transportation, employment, arts/culture objectives and implementation considerations.

#### **The Preferred Plan**

Based on an evaluation, none of the draft concept plans developed as part of the Phase 3 work were considered completely workable. These preliminary options did, however, generate considerable discussion. Through the review of the preliminary options and consideration of input received at the workshops and the Public Open House, specific recommended solutions were identified. A preferred plan has been developed that contains some fixed elements and some flexible elements. Key aspects of the preferred plan include the following:

- High-density, mixed use development is proposed in the core area in the form of two to four storey podium buildings with high rise towers above. A map of the core area is attached as Appendix "a". The ratio of residential to office uses is flexible and will be determined largely by market realities and City goals;
- Active retail and civic uses will be required along specified key street frontages, including around a future civic/transit plaza;
- Two new east-west streets are introduced between 102 and 104 Avenues, linking King George Highway and West Whalley Ring Road. This is a fixed element of the plan that will establish a finer grained urban street pattern, around which development will occur supporting the creation of a more urbanized environment, upon which the transit couplet would operate. It is envisioned that at least one of these routes would ultimately link with the East Whalley Ring Road. The new intersections associated with these roads will affect the current operation and character of King George Highway. More detailed modelling and analysis will be required at a future stage to fully assess the operational and potential safety implications associated with the new

intersections on both King George Highway and elsewhere on the network and to identify design considerations that will act to mitigate the impacts;

- The two new east-west streets provide the infrastructure needed to create a "transit couplet". These new streets will be used for on-street bus service within a block of the Surrey Central SkyTrain station, providing the mechanism needed to remove the current "bus loop" that is located immediately in front of the North Surrey Recreation Centre. The couplet is a fixed element of the plan;
- A civic/transit plaza is to be located adjacent to the Surrey Central SkyTrain Station. Two options are shown for the location of this civic plaza - either to the west or east of the Surrey Central SkyTrain Station. The civic plaza is proposed to be connected to the existing entry plaza of the Central City Tower. The civic plaza will provide a grand entrance or gateway to Surrey's downtown, a public gathering place, opportunities for civic and/or retail space within the plaza, and a visible connection between the two couplet streets to facilitate transit transfers between buses, SkyTrain, and rapid bus service. All of this activity combined with at-grade retail uses multiply the opportunities for informal surveillance in the area;
- The aquatic, fitness and multi-purpose community functions of the North Surrey Recreation Centre will be retained in a more compact multi-storey form focussed on the west side of the existing site. Consistent with the 2001 "Whalley Parks, Recreation and Cultural Master Plan", the ice rinks are proposed to be relocated to a more suitable site. This will provide opportunities for either the civic/transit plaza or high density, mixed use redevelopment on the vacated land. Under either option, active retail uses will be developed at grade along the street fronts;
- Additional public and private green spaces will be integral to the Transit Village. The preservation of the mosaics and the current mosaic green will be integrated into new public spaces;
- The two options for the location of the civic/transit plaza recognize the need for some flexibility in the timing of relocation of the ice rinks, and the need for some flexibility in the market with regard to the assembly and redevelopment of land for the plaza and for higher density redevelopment. The recent North Surrey Recreation Centre renovations will extend the life of the existing fitness and aquatic facilities. The Recreation Centre has been designed to allow the ice rinks to be relocated at some point in time while still allowing for the remainder of the recreation centre to function effectively;
- City Parkway continues to be a fixed element of the plan and its importance as a north-south greenway will be protected. This link will be reinforced with additional street trees, landscaping/park areas, bicycle routes, generous sidewalks, and connections to regional trail systems;
- A future rapid bus (possibly a future LRT) route is proposed to be aligned along City Parkway. This new transit facility would link Guildford Town Centre via

104 Avenue to the east and Newton and Semiahmoo/White Rock Town Centres along King George Highway to the south. The rapid bus/LRT route is proposed to provide access to the Transit Village, as shown on attached Appendices "d" and "e", and is proposed to connect with King George Highway south of 102 Avenue to avoid awkward bus turning movements in the core area and to potentially provide another stop closer to Surrey Centre Mall/SFU. These rapid buses will operate on dedicated lanes that are either in the centre or outside lanes of City Parkway. While the routing of rapid bus service on City Parkway is fixed, the exact location of the lanes that will be dedicated to these buses will be determined once the service is designed in more detail; and

- With the creation of the "transit couplet", and the addition of new layover facilities at Guildford and Newton, there will be more through bus trips in the City Centre and few end-of-trip layovers. A bus layover function is, however, proposed to be relocated on city-owned land north of the North Surrey Recreation Centre and east of West Whalley Ring Road. This will eliminate the need for the layover element of the bus functions to occur on the street/couplet. This layover function is a fixed element that is ultimately proposed to be in a covered structure with high density development above.

### **Preliminary Implementation Considerations**

It will be necessary to address two key considerations in the Implementation Phase of this process:

- Initial targeted investment; and
- Development of the transit street couplet including the civic plaza.

### **Initial Targeted Investment**

Implementation of this plan will require substantial initial capital investment and investment in the assembly of land for higher density redevelopment, for the creation of suitable development parcels, civic spaces and for the implementation of the finer grained road system. Public investment must be considered in terms of the resulting quantifiable outcomes, including, among other things, the benefits of accelerating the redevelopment of the area.

A key objective of the Transit Village Plan is to find ways to interest the development industry in investing in the Surrey Central area. An implementation measure that is being considered is the issuance of a Request For Expressions of Interest (RFEI) to the private sector. An RFEI process could be used to invite proposals for development in the Surrey Central Transit Village core area in partnership with the City of Surrey and potentially with other stakeholders in the area. The RFEI process could advise that the City would be prepared to participate in development or redevelopment in the area through its property interests and/or through the construction or provision of roads and services in partnership with private sector or other interests that are prepared to invest in the Central City area. This process could emphasize the importance of key objectives (i.e.

employment generation, parks and civic space, urban design, transit function improvements, etc.) in the selection of potential partners. This process would be similar to the process that resulted in the opening of the Campbell Heights Business Park.

Another measure that is being considered to promote development in this Transit Village is the establishment of an agency or development authority to pursue and manage development in Surrey Central to meet the objectives set out in this plan. This measure would demonstrate the desire to move forward with realizing the plan for the area by engaging significant partners as part of the process.

A further report on these options will be provided to Council in due course.

### **Development of the Transit Couplet Including the Civic Plaza**

To enable the removal of the existing bus loop, the full transit couplet will need to be constructed to accommodate bus movements and transfers. In addition, a bus layover facility is required. In a downtown area, this function is best located away from the heart of the pedestrian activity. The final operations of the bus facilities in Surrey City Centre will need to be coordinated with regional transit functions and TransLink's "South of Fraser" transit plan review process that has just commenced earlier this year.

The civic/transit plaza, also necessary to the removal of the existing bus loop, will provide pedestrian access and visibility for transit connections between buses, rapid bus, and SkyTrain. The development of the civic plaza needs to be considered in conjunction with either:

- The relocation of ice arena facilities away from the North Surrey Recreation Centre, if the plaza is located on the west side of the SkyTrain station; or
- The assembly and redevelopment of property on the east side of City Parkway, across from the Surrey Central SkyTrain Station.

Both of the above options provide assembled or cleared parcels that will support redevelopment consistent with the objectives of this plan.

While the costs of land and improvements and some of the potential revenues are easily calculated, many of the returns on these investments are not as easily quantified, but no less important. The market consultant for the Surrey Central Transit Village Plan process identified that the less quantifiable benefits of implementing the plan would include the following:

- Kick-start the creation of an urban core in the City Centre that will evolve into a mixed-use, transit-oriented downtown core over time;
- Transform negative perceptions of the core area (social and economic) with the focus of public investment, which in turn will deliver a strong signal to the private development sector that this is the preferred area for new market development;

- Encourage the development in the core study area in the short term, ultimately leading to development of about 3.9 million square feet of new residential, commercial and educational space in the core study area. The consultant's analysis indicates that this development would likely take about 25 years to realize. At current market values, this new development would have a total market value of about \$1.2 billion (in 2006\$);
- Help address the impacts associated with the concentration of social services in the surrounding area by adding a broader mix of residents, businesses and other stakeholders into the community on a 24 by 7 basis;
- Generate new jobs and property tax revenue associated with the new development in the core area.
- Replace the existing bus loop with a transit couplet and plaza. This will allow TransLink to accelerate long term investments in transit infrastructure in the area, including the planned future Rapid Bus Service;
- Through the removal of the bus loop, free up the property for additional office and educational development;
- Enhance the attractiveness of other City-owned lands in the core study area (to the north of the bus layover facility) from the perspective of its marketability in later phases;
- Create opportunities for new civic and/or retail buildings within the civic plaza without additional land acquisition;
- Create a range of development parcel sizes that will optimize development opportunities for the private sector; and
- Create the initial critical mass for future commercial, civic and cultural infrastructure investments that would be expected in an emerging downtown core in one of western Canada's largest cities.

### **Next Steps**

Subject to Council approval, the preferred plan, preliminary design guidelines, street cross sections, schematic drawings to illustrate parks and transportation routes (including bicycle, pedestrians, buses, and vehicles) will be presented at a Public Open House to seek public input.

The next phase of the study will focus on the development of an implementation strategy and the identification of an initial capital improvement in the area, taking into account the input received through the consultation process that has been completed to date and further consultation that will occur with Council, the public and other key stakeholders.

This will involve an additional workshop with appropriate representatives of the development industry. There are significant financial implications for the City to consider to implement this plan and the Implementation Strategy will need to address these implications.

A further report will be provided to Council, once the implementation strategy and recommended initial capital improvements have been developed and identified. This may include a Request for Expressions of Interest to the private sector to partner with the City in the implementation of the Plan.

## CONCLUSION

Based on the above discussion, it is recommended that Council receive this report as information and authorize staff to proceed with a Public Open House to receive comments and input on the Preferred Transit Village Plan, as described in this Report.

Murray Dinwoodie  
General Manager  
Planning and Development

LG/saw

### Attachments

- Appendix "a" Core Study Area
- Appendix "b" Corporate Report C018
- Appendix "c" Consultant Progress Report
- Appendix "d" Proposed Preferred Plan
- Appendix "e" Proposed Preferred Plan



CORE STUDY AREA





# Corporate Report

NO: C018

COUNCIL DATE: Oct. 17/05

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## COUNCIL-IN-COMMITTEE

TO: Mayor & Council DATE: October 12, 2005

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

SUBJECT: Urban Transportation Showcase Program – Status Report on the Development of a Transit Village Plan for the Surrey Central Station Area

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## RECOMMENDATION

The Planning and Development Department recommends that Council receive this report as information.

## INTENT

The purpose of this report is to provide Council with an update on the status of the work of preparing a Transit Village Plan for the area surrounding the Surrey Central SkyTrain Station. This project is a component of the Transport Canada Urban Transportation Showcase initiative. The consultants, who are working with staff on the development of the Plan, will be scheduled to make a presentation to Council at the meeting during which this report is to be considered by Council. This report is being forwarded to Council in advance of a Public Open House, at which the public will have an opportunity to view options for the design of the transit village and to provide input to staff with respect to the options.

## BACKGROUND

On November 29, 2004 City Council authorized staff to proceed with a planning and public consultation process, "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". On February 21, 2005, Council received Corporate Report No. R036 that provided an update on the work associated with the first component of the program. This work included:

- a workshop with staff representatives and a workshop with community representatives, held on December 14 and 16, 2004, respectively;
- a two day "Ideas Forum" held on January 20 and 21, 2005;
- a Public Lecture, "Making Places: Connecting Where We Live, Work and Play", conducted in January 2005, as part of the Simon Fraser University Speakers Series, which was held for the first time at the new Surrey Campus; and
- two public open houses, held in March 2005.

The information gathered through the initial work processes was taken into account in preparing a Terms of Reference and Request For Proposals that were used as the basis for retaining a team of consultants to develop a "Strategy to Achieve a Surrey Central Transit Village Plan". The goal for the Plan 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, shoppers, students and visitors to drive their cars less and use modes of transportation such as transit, walking and cycling more frequently. The project is to focus not only on the development of a plan, but also on the development of a strategy for its implementation.

On May 2, 2005, Council considered Corporate Report No. R104 (attached as Appendix 1) and authorized 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, based on the Terms of Reference, which were attached to the report.

The consultant team of Hotson Bakker Boniface Haden Architects+ Urbanistes, Urban Forum Associates, Coriolis Consulting Corp. (financial consultants), Don Wuori Design Landscape Architecture and Hamilton Associates transportation engineers, were subsequently awarded the contract for the work covered by the Terms of Reference. Transit planning consultant Jarrett Walker, has also been retained to address specific transit planning and design issues. The team began work by conducting background research and analysis and meeting with key experts and stakeholders. The result, to date, has been the preparation of plan principles and evaluation criteria, and the development of several preliminary plan options, which will be presented to the public for input as part of the evaluation process prior to the preparation of a preferred development plan.

## **DISCUSSION**

The following is an overview of the work undertaken by the consultant team, to date, in collaboration with the staff project team.

### **Phase 1 – Start-Up and Research**

In addition to a review of background materials and information, this phase included the examination of the following key components:

- An overall review of the market for the entire study area and an analysis of opportunities for multi-family residential, retail and private sector office development in the core area;

- An assessment of current and projected transit bus volumes in consideration of growth;
- Preliminary assessment of opportunities for through-routing of transit buses to reduce layover needs in the Surrey Central area, which will be developed more fully in TransLink's South of Fraser Area Transit Plan, scheduled for updating in 2006;
- Development of alignment options for the Guildford-Whalley-Newton rapid transit project (i.e., bus rapid transit upgraded to light rail in the future); and
- Review of alignment options for the flow of local transit buses, including both island exchange concepts (like the current loop) and concepts where local buses run through the centre on a two-way street and lay over on the edge of the street.

## **Phase 2 – Planning Principles and Evaluation Criteria**

While the Transit Village Plan is focused on a Study Area within a 500 metre to 800 metre radius of the Surrey Central SkyTrain Station, the consultant team has further narrowed the focus of some components of the study to the area bounded by 102 Avenue to the south, 104 Avenue to the north, the West Whalley Ring Road to the west and King George Highway (as shown on the map attached as Appendix 2) to the east. The more tightly focused key study area is intended to maximize opportunities for positive change and focused implementation of the results of the study.

The Plan is to include a sustainable design, a coherent plan for the public realm, including interesting streets, green space and public spaces. The intent is to produce an urban redevelopment plan with a finer grain of streets and a mix of land uses that is underpinned by a solid and implementation-driven financial strategy. The plan will also identify key "trigger elements" or capital works within the budget framework of the Showcase project.

To assist with the development of an implementable Plan, the consultant team has recommended the following Planning Principles and Evaluation Criteria, which have been reviewed at the initial stakeholder workshops and which will be presented for input at the Public Open House.

## **EVALUATION CRITERIA**

### **1. Commuting, Circulation and Transit**

- An increase in resident capacity in the core study area.
- An increase in office employment capacity in the core study area.
- An increase in retail employee capacity in the core study area.
- An increase in percentage of intersections with pedestrian crossings.
- A decrease in the scale of the pedestrian network.
- An increase in cycle route identification markers.
- An increase in bicycle racks.
- Improve visibility of existing and future bicycle racks.
- An increase in end-of-trip times (including travel time to transit stop and wait times).
- The provision of quality transit facilities.
- Reduced building setbacks in front of buildings.
- A decrease in the overall surface parking spaces (excluding on-street parking) in the core study area.

### **2. Local Impact**

- Impact on existing properties and/or businesses.

### **3. Cost**

- Net capital cost
- Capital improvement
- Life Cycle cost

### **4. Public Open Space and Streets**

- The extent of enhancement to public open space and streets.
- The establishment of a hierarchy of quality streets and public spaces.
- An increase in street trees.
- An increase in pedestrian-scaled lighting.
- An increase in cultural activities/events in public spaces.

### **5. Implementation**

- Ability to implement.
- Effectiveness as a catalyst for change.

## PLANNING PRINCIPLES

- Create an urban redevelopment plan that is based on a solid financial strategy.
- Make planning choices that can be implemented. (The plan needs to be practical in the short, medium and long-term, while remaining consistent with the long-term transit-oriented development goals.)
- Reduce greenhouse gasses by encouraging modes of transportation other than the private vehicle.
- Create a place that works as a neighbourhood as well as a City Centre.
- Build on existing institutional and public assets (SkyTrain, SFU, recreation centre, library, Holland Park, Mosaic Green, seniors' centre, the city's land holdings).
- Reduce commuting by creating a mixed-use neighbourhood with jobs, homes, services and amenities centred around rapid transit service.
- Support transportation priorities as follows:
  - For trips of < 1000m
    1. Pedestrian
    2. Cyclist
    3. Private Vehicle
  - For trips of > 1000m
    1. Transit
    2. Cyclist
    3. Private Vehicle
  - Goods movement will be accommodated to a degree to support vibrant economic life in the area.
- Enhance community liveability as well as the quality of the public transit experience by improving the physical environment throughout the neighbourhood and around transit stations.
- Promote a high quality, green, lively and safe pedestrian environment.
- Enhance the image of the area, helping to create a desirable location to live, work, shop, study and visit.

## **Stakeholder Workshops**

Through the initial phase of their work, the consultant and staff team have held the following workshops and consultations with key stakeholders and experts:

- On August 17, 2005, a meeting was held with community stakeholders to introduce the consultant team, the tentative planning principles and the key variables of transit circulation and connectivity, street grid, development form and density and public spaces.
- On August 20, 2005, a workshop session was held with commercial property owners within the core study area to ensure that the impacted property owners have clear and accurate information before the project goes out to the general public. The workshop also provided the project team with an understanding of the aspirations, plans and concerns of these property owners, and assisted in identifying development motivations from a commercial property owners' perspective.
- On September 20, 2005, an Inter-Agency workshop was held with staff from key Departments from the City of Surrey, TransLink, SkyTrain, Coast Mountain Bus Company, the GVRD, the RCMP and others to review early land use, open space, urban design, and arts/culture issues. A follow-up workshop was held on September 30, 2005, specifically on the roadway and transit issues. This meeting was attended by TransLink, Coast Mountain Bus Company, SkyTrain and key Engineering staff from the City.
- On September 23, 2005, a workshop was held with representatives of the development community from across the Lower Mainland. This panel of experts was brought together by invitation. The purpose of the workshop was to inform the development community about the showcase initiative, to entice developer interest in the study area, to identify the development opportunities and constraints in the vicinity of the Surrey Central Station, to review some early ideas/concepts being contemplated, to invite feedback about how to optimize development interest in the area, and to identify the obstacles and solutions that will need to be addressed during this planning process related to the short, medium and long term.
- On September 26, 2005, a workshop was held involving the major institutional interests in the area, including the City of Surrey, Simon Fraser University and SkyTrain. The purpose of this workshop was to identify future aspirations of each public agency, to discuss the types of land uses contemplated, to identify the transportation and land requirements necessary to accommodate those aspirations, to explore opportunities for partnerships and to understand the possible timeframes for development.

## **Key Market-related Observations**

The initial market analysis has identified the following:

### **Multifamily Residential Market**

- There will be significant demand for townhouse and apartment development at various densities in Surrey City Centre over the next several years;
- It will only be attractive to redevelop properties in the core study area if relatively high-density residential projects (4.0 to 5.0 FAR) are permitted because properties in the core study area are improved and have relatively high existing property values; and
- Developers will be interested in building lower density (wood frame) apartment and townhouse projects on vacant or highly under-utilized sites in other parts of Surrey City Centre, and will be interested in constructing tall apartment buildings in the core study area, possibly with podium levels. Most streets in the core study area will likely be more attractive for street-front commercial space on lower levels rather than grade level residential units. If attractive residential streets can be created, townhouse podiums could be considered for these blocks.

### **Retail and service development opportunities**

- The key to encouraging retail development in the core study area is to create a large nearby residential population;
- One of the most important pedestrian links in the study area is the connection between future retail streets and the retail space in the Central City project. Central City has the largest concentration of retail space in Whalley. A high quality connection between existing and new retail space will help improve retail prospects in the core study area;
- Large sites on the east side of King George Highway will be redevelopment candidates. Opportunities to improve pedestrian crossings from the east side of King George Highway to the core study area should be examined, with one or more new signalized crossing opportunities introduced on King George Highway, between 102 Avenue and 104 Avenue in the long term, to improve the retail opportunities in the core study area;
- New east-west streets should be introduced to the core study area to extend across King George Highway to the east and across West Whalley Ring Road to the west. These new side streets will offer locations for smaller scale retail and service businesses that are interested in serving the local residents, students and employees in the area. To be successful, the new streets should extend into the future residential areas to the east and to the west;



- King George Highway frontage should be used to accommodate larger retail and service businesses serving the sub-regional trade area; and
- Retail businesses place an emphasis on convenient customer parking, i.e. convenient on-street and/or off-street parking for new retail space in the core study area.

**Office market considerations:**

- The market for private sector office space is small. Office developers will probably be interested in building relatively small office buildings (say 100,000 square feet or less) in the foreseeable future. A large-scale high-rise office project will require a large anchor, such as a government or institutional tenant/partner or a large private business;
- To encourage private sector office development in the short-term, the City would need to explore opportunities to provide incentives. Later phases of the planning process will examine implementation strategies and incentives in more detail;
- To ensure private office development in the core study area over the long term (other than as part of mixed use projects), sites intended for office use will need to be designated with "office uses" as a required use. If residential use is a potential use for a property, an office developer will not be able to outbid a residential developer based on current market conditions. Consideration could be given to designating/zoning City-owned lands for office use; and
- The City should identify and evaluate opportunities to locate any new civic facilities in the core study area.

**Key Transit-related Observations:**

Through the preliminary analysis, the consultant team has identified the following key issues:

- Surrey Central's status as a "Transit Village" relies on both local and regional service. The SkyTrain provides regional access to Surrey Central, but the local and sub-regional service is equally crucial, since this is the means by which most of Surrey itself can access its downtown by transit;
- A key upgrade to intra-Surrey transit will be the proposed Bus Rapid Transit corridor, which will run from Guildford to Surrey Central via 104 Avenue and continue south via King George Highway to Newton. TransLink intends to implement this project as Bus Rapid Transit, similar to the service on Richmond's No. 3 Road, but design it so that it can easily be upgraded to Light Rail Transit in the future. The alignment of this line through the Surrey Central study area is a major variable in this study;
- Surrey Central's status as a "downtown" benefits from direct transit access from most of the City. While some bus routes will make secondary SkyTrain connections at Gateway or King George, Surrey Central remains the logical place to bring all the

transit modes together, both for connections to each other and also for access to the many attraction of the new Surrey downtown. However, the existing transit exchange near the North Surrey Recreation Centre is not necessarily the *long-range* answer, and several other new locations/configurations are being explored for this facility; and

- Recognizing that turning buses are slower, more obtrusive and consume more space than buses flowing straight through a dense area, the Plan looks for continuous streets where bus service can logically operate and looks to avoid configurations (such as the current T-intersections at either end of the bus loop) which require buses to turn as part of the regular operation to get into and out of the area.

### **Draft Concept Plans**

Four preliminary Transit Village Plan options have been developed for the Study Area by the consultant team. These options explore a range of choices about key plan variables such as location of the Transit Exchange, location of the retail "high street", block size and street grid patterns, transit routes, and public/park/open space. These options are flexible and adaptable and it is anticipated that various elements from the different options may be combined in developing a preferred option.

The four Draft Concept Plan Options are attached to this report as Appendices 3, 4, 5 and 6, respectively. A brief description is provided in each Appendix of the illustrated concept.

### **Next Steps**

A public open house is scheduled for October 26, 2005, in the foyer of the Central City building to present background information, the evaluation criteria, the planning principles and the four preliminary draft concept plan options to the public and to receive input from the public in relation to the information and concepts presented.

Phase 4 of the work program will be focused on the development of a preferred transit village plan option, based on the feedback received through the workshops, Council input and the public open house.

## **SUMMARY**

The key findings and implications of the work conducted in the first phases of the consultant study related to the development of a Transit Village Plan for the Surrey Central Station area are summarized in this report, as information for Council. The key variables and four preliminary draft Concept Plan Options for the Transit Village Plan, as documented in this report, will be presented to the public at an open house to be held on October 26, 2005.

The next phase of the study will focus on the development of a preferred draft Transit Village Concept Plan, taking into account the input received through the consultation process that has been completed to date. A further report will be provided to Council, once a preferred draft concept plan has been developed.

*Original signed by*

Murray Dinwoodie  
General Manager  
Planning and Development

JM/kms/saw

Attachments

Appendix 1	Corporate Report R104
Appendix 2	Study Area
Appendices 3 – 6	Draft concept Plan



# Corporate Report

NO: R104

COUNCIL DATE: May 2/05

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## 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

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## 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".

*Original signed by*

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)



**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:

<p>Judy McLeod, Manager          Long Range Planning &amp; Policy Development          Planning &amp; Development Department          City of Surrey          14245 – 56 Avenue          Surrey, BC V3X 3A2          Telephone: (604) 591-4606  <a href="mailto:Jmcleod@city.surrey.bc.ca">Jmcleod@city.surrey.bc.ca</a></p>	<p>Lynn Guilbault, Senior Planner          Long Range Planning &amp; Policy Development          Planning and Development Department          City of Surrey          14245 – 56 Avenue          Surrey, BC V3X 3A2          Telephone: (604) 591-4781  <a href="mailto:Lguilbault@city.surrey.bc.ca">Lguilbault@city.surrey.bc.ca</a></p>
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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.

**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

**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

### **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 identity.**

- 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?





# Corporate Report

NO: R036

COUNCIL DATE: FEB 21/05

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## 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.

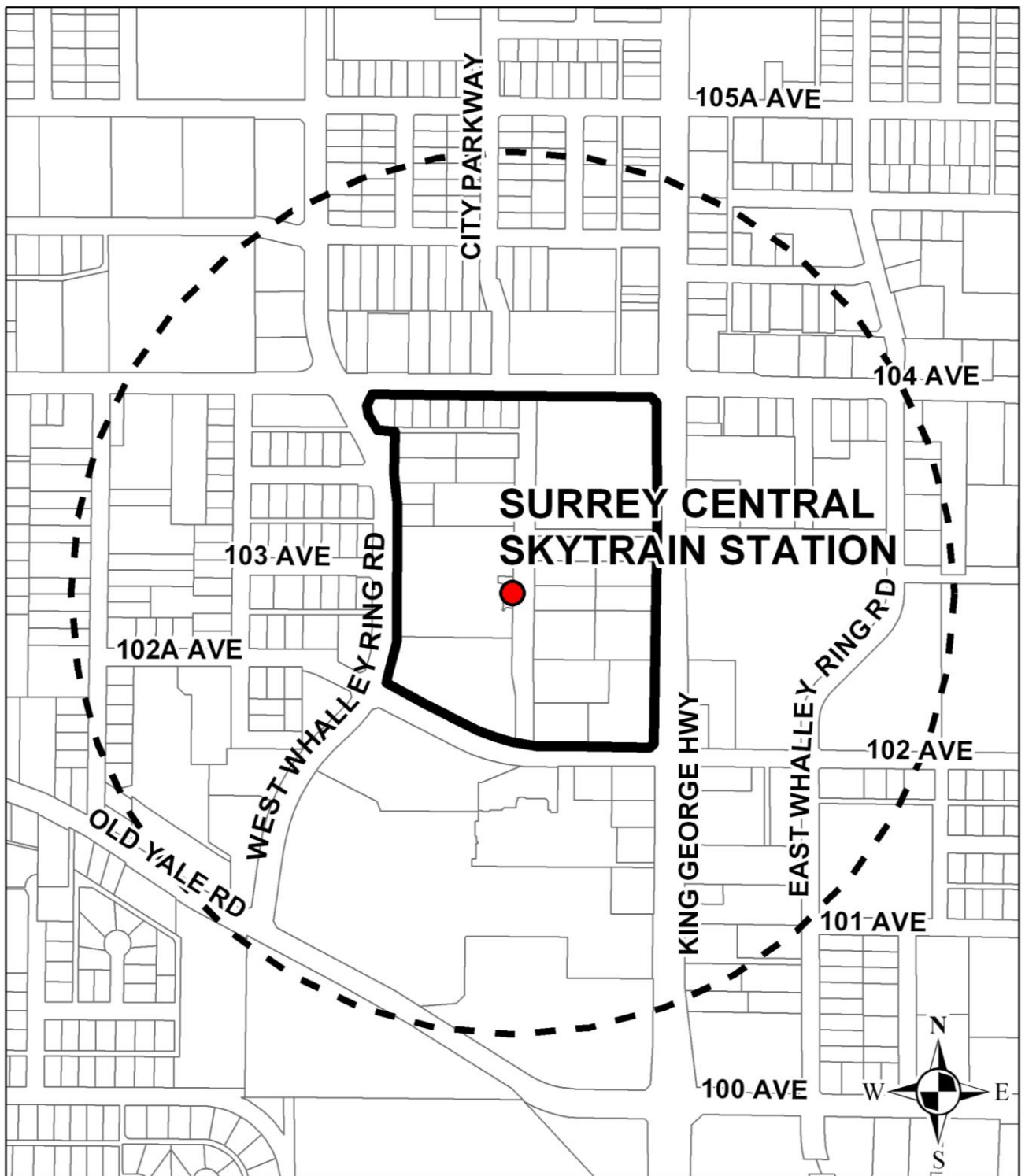
*Original signed by*

Murray Dinwoodie  
General Manager  
Planning and Development

LG/kms/saw

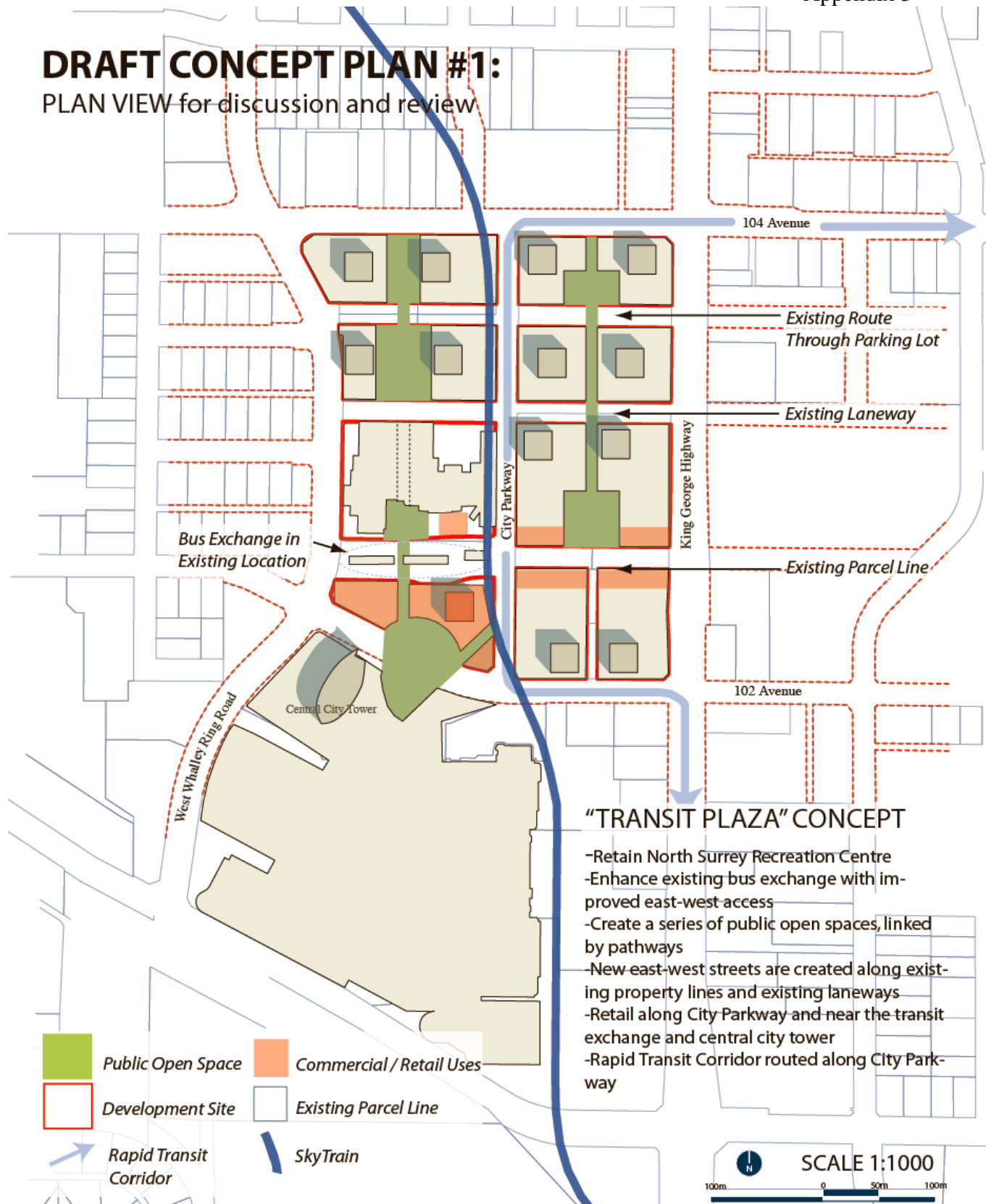
### Attachments

- 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



# DRAFT CONCEPT PLAN #1:

PLAN VIEW for discussion and review

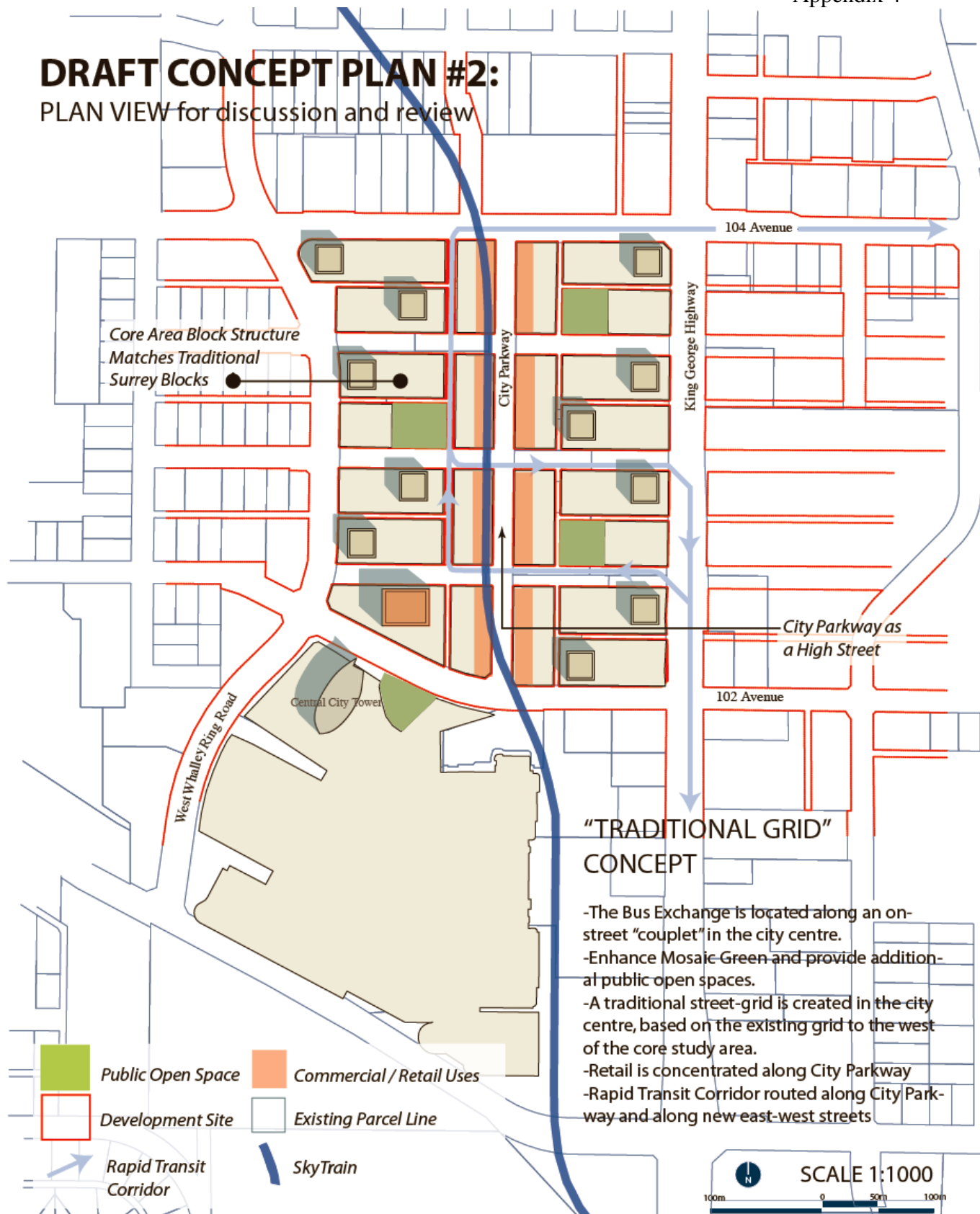


## “TRANSIT PLAZA” CONCEPT

- Retain North Surrey Recreation Centre
- Enhance existing bus exchange with improved east-west access
- Create a series of public open spaces, linked by pathways
- New east-west streets are created along existing property lines and existing laneways
- Retail along City Parkway and near the transit exchange and central city tower
- Rapid Transit Corridor routed along City Parkway




# DRAFT CONCEPT PLAN #2: PLAN VIEW for discussion and review

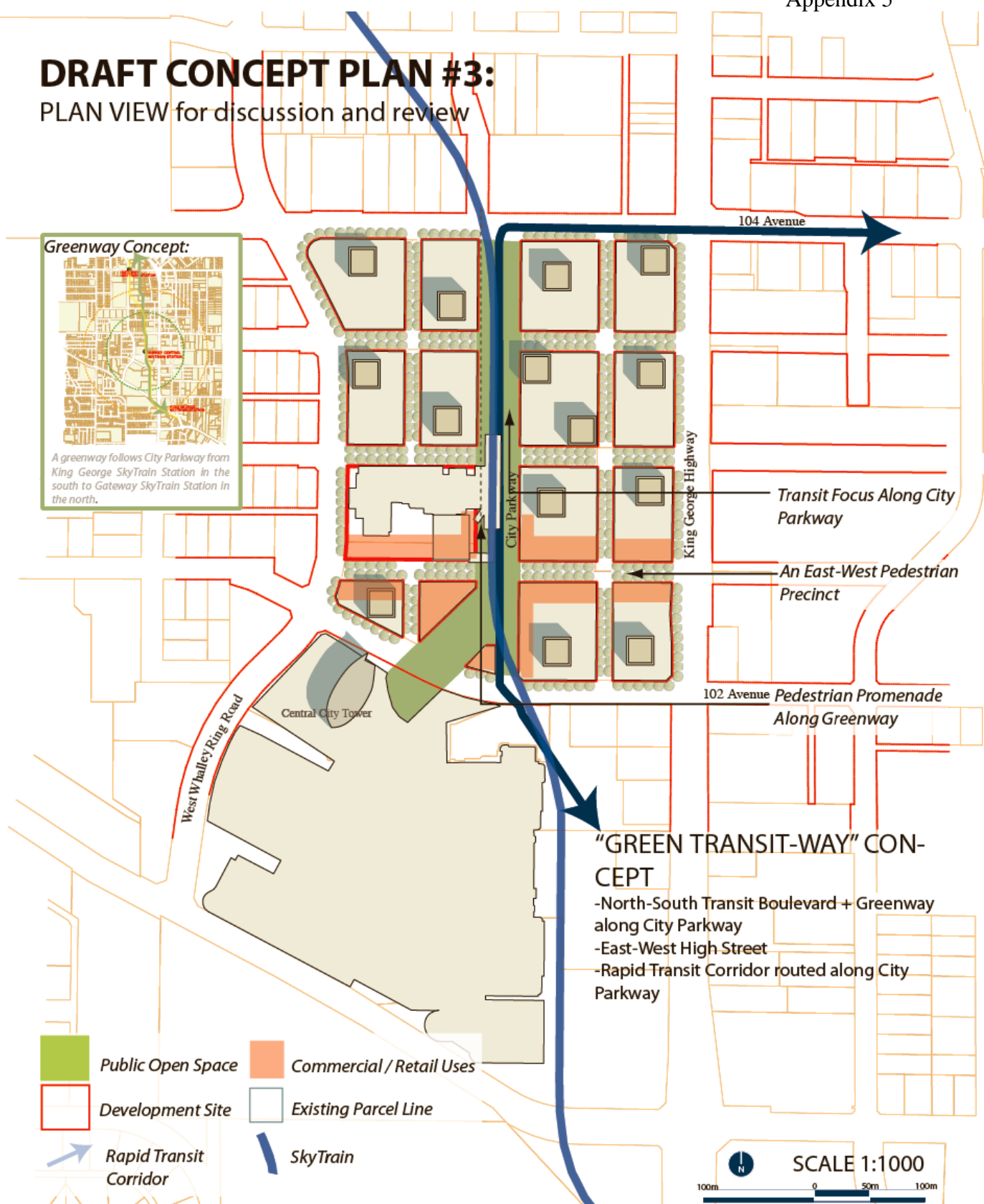


# DRAFT CONCEPT PLAN #3: PLAN VIEW for discussion and review

**Greenway Concept:**



A greenway follows City Parkway from King George SkyTrain Station in the south to Gateway SkyTrain Station in the north.



**"GREEN TRANSIT-WAY" CONCEPT**

- North-South Transit Boulevard + Greenway along City Parkway
- East-West High Street
- Rapid Transit Corridor routed along City Parkway

- Public Open Space
- Commercial / Retail Uses
- Development Site
- Existing Parcel Line
- Rapid Transit Corridor
- SkyTrain

SCALE 1:1000



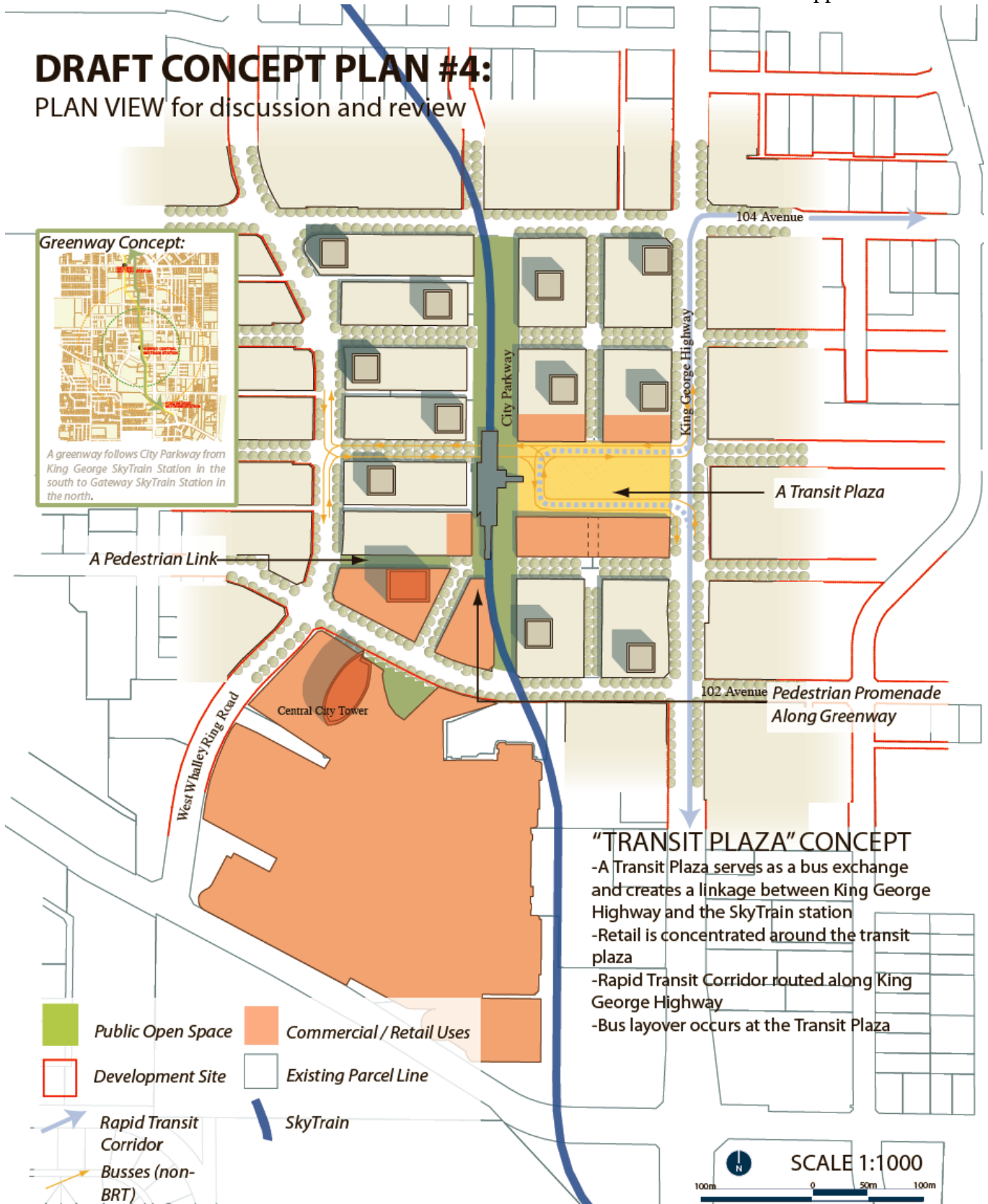
# DRAFT CONCEPT PLAN #4:

PLAN VIEW for discussion and review

### Greenway Concept:



A greenway follows City Parkway from King George SkyTrain Station in the south to Gateway SkyTrain Station in the north.



**"TRANSIT PLAZA" CONCEPT**

- A Transit Plaza serves as a bus exchange and creates a linkage between King George Highway and the SkyTrain station
- Retail is concentrated around the transit plaza
- Rapid Transit Corridor routed along King George Highway
- Bus layover occurs at the Transit Plaza

- Public Open Space
- Commercial / Retail Uses
- Development Site
- Existing Parcel Line
- Rapid Transit Corridor
- SkyTrain
- Busses (non-BRT)

SCALE 1:1000  
 100m 0 50m 100m

## **Surrey Central Transit Village Plan Progress Report #2**

This is the second consultants' Progress Report on the Surrey Central Transit Village Study. It covers activities during the period 9 September - 17 February 2006.

The first three phases of the Surrey Central Transit Village Study are now complete (*Phase 1: Start Up & Research, Phase 2: Planning Principles & Evaluation Criteria* and *Phase 3: Plan Options*). In addition, the results of *Phase 4: Preferred Plan* are ready for review and comment from Council and the Public.

This report is divided into the following sections: Meetings/Consultation; Deliverables; and Next Steps.

### **1. Meetings/Consultation**

During this reporting period, the consultants have facilitated and/or attended a number of meetings, as follows:

- Staff Workshop #1 (20 September)
- Commercial Property Owners Workshop (20 September)
- Developers Workshop (23 September)
- Institutional Property Owners Workshop (26 September)
- Transportation Workshop #1 (30 September)
- Public Open House (26 October)
- Transportation Workshop #2 (1 November)
- Staff Workshop #2 (8 November)
- Stakeholder Committee Meeting (17 November)
- Senior Managers Meeting (30 November)

Several of these meetings reviewed the four Plan Options developed by the consultants in Phase 3, as well as the draft Preferred Plan in Phase 4.

The Public Open House was held in the lobby of the Central City Tower over a period of approximately four hours. Members of the public were invited to fill in a comment and questionnaire sheet. The results of these responses were tabulated and referred to in developing the draft Preferred Plan.

## 2. Deliverables

### Phase 3

The consultants developed four preliminary Plan Options. The Plan Options explored various strategies for a finer grained street network, transit route alignments (including the planned BRT route), public open spaces, pedestrian routes and development parcels. The key distinguishing features of each plan are described below:

Option 1 - Enhanced Transit Exchange Concept, looked at keeping the existing bus loop in its current location, and retaining the Recreation Centre completely. It located most retail on a new east west street extension of the bus loop.

Option 2 - Traditional Grid Concept, introduced new east west streets that match the existing traditional street grid to the east, and relocated the Recreation Centre. It located the transit on these new streets, with retail concentrated along City parkway.

Option 3 - Green Transit-Way Concept, proposed a north-south transit boulevard and greenway along City parkway. The Recreation Centre was partially retained, and retail was concentrated along a new east-west High Street and pedestrian promenade link to Central City Tower.

Option 4 - Transit Plaza Concept, introduced a new transit plaza between the SkyTrain Station and King George Highway, with BRT down King George Highway. Retail was focused around the Transit Plaza, and the Recreation Centre was relocated.

These options were very useful in helping to explore a wide range of strategies for the study area in a comparative way. However, it became evident to the consultants, following staff and public input, that none of the Plan Options completely resolved the conflicting demands of the client and user groups, and that each option had one or more major drawbacks.

### Phase 4

Based on feedback received on the Plan Options and their own analysis, the consultants developed a new draft Preferred Plan. The draft Preferred Plan incorporates several of the strongest ideas from a number of the Plan Options.

The draft Preferred Plan incorporated the following key transit working assumptions that were established and agreed to at a Steering Committee meeting on August 23, 2005:

1. The rapid bus routing is strongly preferred N/S along City Parkway.
2. There is considerable flexibility with the routing of the local routes either E/W across the core study area or N/S in the core study area, or a mix, provided the connections are well handled. The local routes do not have to correspond with the rapid bus route.
3. The layover location will be located outside the core study area, most likely directly north.
4. The design should not focus on an underground terminal and / or tunnel option, but should not preclude this in future, if possible.

The draft Preferred Plan incorporates the following key features:

- retention of the Recreation Centre except for the ice rinks (which are proposed to be relocated pursuant to the Parks Master Plan for Whalley), with new residential and commercial retail added to the site;
- several new streets including a pair of east-west streets on either side of the Recreation Centre that act as a local bus route couplet;
- a Civic Plaza between the two east-west streets that functions as both a transit exchange and a major new public open space adjacent to the SkyTrain station;
- retail focused around the Civic Plaza and linking to the Central City Tower plaza;
- bus layover function to the north of the Recreation Centre;
- BRT routed on City Parkway, which is also reconfigured as a north-south greenway/bikeway;
- potential extension of BRT south through existing Central City mall parking area;
- retention of Mosaic Green as an urban park in the same general vicinity.

The plan has been reviewed from a transit function perspective and meets Translink's minimum operational requirements. The transportation engineers have reviewed the plan and support the concept of a finer street network. More detailed modeling will be conducted at a future date to identify the exact functional requirements needed to implement this transportation plan and fit into the City's larger transportation network.

The plan also assumes that the functions of the Recreation Centre (excluding the ice rinks) and Mosaic Green will remain in this core area, which takes those two issues off the table for those interest groups.

The plan creates a new entry gateway to downtown Surrey, as well as a focal point for commercial and cultural facilities: the Civic Plaza.

The Phase 1 Plan has been analysed in terms of order of magnitude implementation costs and revenues.

### 3. Next Steps

*Phase 1: Start Up and Research, Phase 2: Planning Principles and Evaluation Criteria and Phase 3: Plan Options* are now complete. *Phase 4: Preferred Plan* has been completed to a draft stage. The next step in the study process is the completion and further review of the draft Preferred Plan. This review includes taking the draft Preferred Plan out to the public in another Open House.

The draft Preferred Plan will also be reviewed in workshops with the various stakeholder and interest groups including another session with the developer community, and with staff.

The consultants together with the client, have established the following upcoming schedule of meetings or workshop sessions:

Developers Workshop #2	April
Public Open House #2	March/April
Staff Workshop #3	April
Steering Committee #6	April
Steering Committee #7	May

Following this, the consultants will prepare an *Implementation Strategy (Phase 5)* and a *Transit Village Plan Booklet (Phase 6)*, which describes the final plan.

# CONCEPT PLAN

Appendix "d"



## Surrey Central Transit Village Plan

City of Surrey  
TransLink

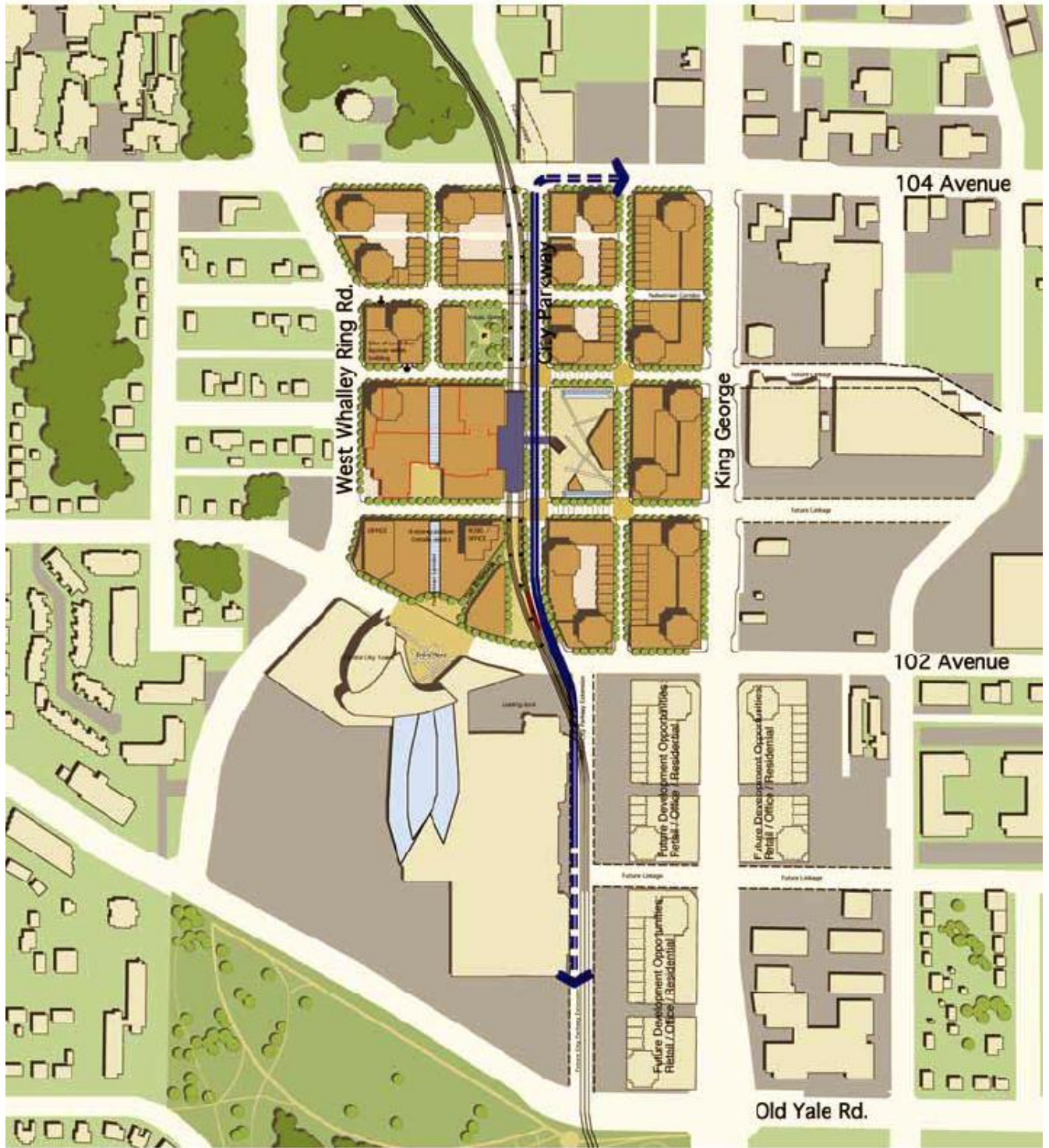
GVRD  
Transport Canada

Holton Bakker Boniface Haden Architects + Urbanistes  
Urban Forum Associates  
Coriois Consulting Corp.  
Don Wuori Design  
Hamilton Associates



# CONCEPT PLAN

Appendix "e"



## Surrey Central Transit Village Plan

City of Surrey  
TransLink

GVRD  
Transport Canada

Hotson Bakker Boniface Haden Architects + Urbanistes  
Urban Forum Associates  
Corbis Consulting Corp.  
Don Wuori Design  
Hamilton Associates