

ANDERSON STATION PARK AND RIDE PLAN

EXECUTIVE SUMMARY

The purpose of this report is to provide an overview of the Anderson Station Park and Ride Plan. This plan supports Transit Oriented Development (TOD) at Anderson Station, with the goal of balancing park and ride supply while supporting redevelopment opportunities.

The Anderson Park and Ride Plan will set the framework for park and ride plans at other existing stations along the Red and Blue Line LRT Stations.

A policy review and process development has been used at Anderson Station to identify park and ride replacement opportunity, TOD phasing and financing the plan.

ADMINISTRATION RECOMMENDATIONS

That the SPC on Transportation and Transit recommends that Council direct Administration to:

1. Approve the Anderson Station Park and Ride Plan and;
2. Report to the Priorities and Finance Committee no later than 2017 January with a funding model for the Anderson Station Park and Ride Plan.
3. Direct that Attachment 2 to be held confidential pursuant to Section 24(1)(a)&(b) and 25(1)(c) of the *Freedom of Information and Protection of Privacy Act* until contract negotiations are signed and finalized with landowners of prospective park and ride sites.

RECOMMENDATION OF THE SPC ON TRANSPORTATION AND TRANSIT, DATED 2016 SEPTEMBER 21:

That Council direct Administration to:

1. Approve the Anderson Station Park and Ride Plan;
2. Report to the Priorities and Finance Committee no later than 2017 January with a funding model for the Anderson Station Park and Ride Plan ;and
3. Direct that Attachment 2, **In Camera discussions and Confidential Distribution**, be held confidential pursuant to Section 24(1)(a)&(b) and 25(1)(c) of the *Freedom of Information and Protection of Privacy Act* until contract negotiations are signed and finalized with landowners of prospective park and ride sites.

Oppositions to the Recommendations:

Opposed:

E. Woolley, B. Pincott

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PREVIOUS COUNCIL DIRECTION/POLICY

The Land Use Application was REFERRED back to Administration at a Public Hearing of Council on October 05, 2015 – for further refinement based on other work streams including the Transit Parking Strategy, Transit Oriented Development Funding and the completion of the Anderson Station Redevelopment Plan.

At the 2016 June 20 Regular Meeting of Council, Council approved eight recommendations as part of report TT2016-0319 – A Review of Calgary Transit Park and Ride.

1. Develop a general park and ride strategy for current and future CTrain stations with the goal of optimizing park and ride and Transit Oriented Development (TOD) opportunities to achieve an overall target to serve approximately 15 percent of weekday peak period CTrain trips based on the park and ride planning criteria outlined in Attachment 1.
2. Enable shared use parking in the vicinity of CTrain stations and major bus use terminals through Land Use and Policy provisions.
3. Explore additional funding for park and ride development and management using surplus revenues from other parking.
4. Transition towards a system of 100 percent monthly reserved parking with differential pricing based on demand and offer a system of daily reserved parking that utilizes vacant monthly reserved spaces.
 - a. Daily parking provisions for occasional riders that do not utilize vacant monthly spaces.
 - b. A system whereby monthly parkers could place their reservations on “hold” when they are not using them without forfeiting the right to purchase a monthly pass when they return.
 - c. Altering the time when the spots become free in order to stretch out the peak period on transit.
 - d. Working with adjacent landowners on shared parking solutions (in addition to the land use changes in Recommendation 2).
 - e. The feasibility of differential paid/free parking rations at the different locations; and to return to Council no later than Q1 2018.
5. Report back to the SPC on Transportation and Transit regarding progress on Recommendations 1, 2, and 3 no later than 2017 June.
6. Develop detailed parking plans to include timelines, phasing and cost estimates that reflect TOD planning for all current and future CTrain stations.

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7. Identify how Calgary Transit could charge a higher fee for reserve parking to customers who live outside Calgary and report back in conjunction with Recommendation 5.
8. Report back to the SPC on Transportation and Transit with a park and ride plan for Anderson Station no later than 2016 September.

This report focuses on recommendation 8, while incorporating the direction from recommendations 1 and 6.

BACKGROUND

History and Current Park and Ride Supply at Anderson Station

Anderson CTrain Station opened in May, 1981 as part of the original South CTrain line and was the first terminal station. As park and ride was deemed to be an important tool in attracting customers to new CTrain service, park and ride facilities were located at Chinook Station (320 stalls), Heritage Station (550 stalls), Southland Station (650 stalls) and Anderson Station (1,665 stalls). Today, approximately 6,230 daily customers use Anderson Station with approximately 30% of customers using the park and ride lot.

Nine bus routes serve the Anderson station. A total of 19 bus routes serve communities adjacent to Anderson, Heritage, Southland and Canyon Meadow Stations. This bus service supports the objective of having the majority of LRT riders outside of walking distance to access the station on bus based transit.

Anderson Station Area Redevelopment Plan Overview

In 2007, Council directed Administration to create an Area Redevelopment Plan (ARP) for the lands around Anderson Station. The proposed ARP provided strategic direction for the redevelopment of land around Anderson Station. The plan includes land use policies, building limits for heights, densities, public spaces, pedestrian improvements, cycling improvements, roadway improvements as well as guidelines to implementation. Although The City will set the direction for development in this area, the development and timing of land parcels is determined by individual land owners.

The proposed Anderson Station ARP was presented to Calgary Planning Commission (CPC) and was REFERRED back to Administration on August 27, 2015. A number of items are to be addressed including development of a staging plan that addresses when the CTrain parkade/garage structure is to be in place.

Anderson Station TOD Outline Plan and Land Use Overview

The City of Calgary owns 20 acres of land that currently accommodates the Anderson LRT Station, bus terminal and park and ride. Administration has been directed by Council to prepare Outline Plans and Land Use Applications that detail TOD on this land. The plans include future roads and parks, land use typologies, building densities and heights.

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The proposed land use has a capacity to accommodate approximately 2.3 million sq ft of development. Recent market studies suggest a development opportunity with a combination of residential, office, hotel and retail.

The Outline Plan and Land Use Application was APPROVED by Calgary Planning Commission (CPC) on August 27, 2015.

The Land Use Application was REFERRED back to Administration at a Public Hearing of Council on October 05, 2015 – for further refinement based on other work streams including the Transit Parking Strategy, Transit Oriented Development Funding and the completion of the Anderson Station Redevelopment Plan.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Policy Review

As part of report TT2016-0319 – A Review of Calgary Transit Park and Ride, Council adopted a system-wide target of providing park and ride for approximately 15% of weekday peak period CTrain trips (Recommendation 1) as well as direction to “Develop detailed parking plans to include timelines, phasing and cost estimates that reflect TOD planning for all current and future CTrain stations (Recommendation 6).

Four additional elements will be used to help direct the supply and location of park and ride in Calgary:

- 1 Strive for minimal net loss of park and ride stalls when there is an oversupply of parking;
- 2 Optimize viability of TOD;
- 3 Replace lost park and ride stalls at other suitable locations along the line;
- 4 Limit park and ride supply within 5km of downtown Calgary.

Process Development

Using Council direction and elements identified above, Administration has developed a three part analysis process to implement policy and determine the supply and location of park and ride along the CTrain line. The process seeks to balance parking and development by replacing the parking supply at high potential TOD sites with parking at other areas along the CTrain line. Further detail can be found in Attachment 1.

Part 1 – Group parking supply in logical combinations along the CTrain Line using geographic features, transportation network access, customer origin data and bus service coverage.

Part 2 – Determine the current and future park and ride supply based on market of the area.

Part 3 – Develop a supply strategy to meet the market needs and determine any costs.

This process can be used throughout the CTrain network. In response to Council direction, this framework has been applied to Anderson Station where TOD is a priority and land use plans and submission are nearing completion.

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Process Application and Outcome at Anderson Station

The process developed above has been applied at Anderson Station and is discussed further in Attachment 1.

Part 1 – Grouping Parking Supply - The geographic features and transportation network create a boundary around Anderson Station as well as Heritage Station, Southland Station and Canyon Meadows Station to form a logical grouping. This boundary is also reflected in the feeder bus service. It is fair to consider all stations within the boundary would be equally accessible by driving and using transit. The boundary defines a market area for customer access to the four stations.

Figure 1 in Attachment 1 shows this four station market area.

During the analysis, it was found that Anderson Station serves a substantial amount of customers originate outside of the boundary defined above.

Part 2 – Determine Current and Future Parking Supply - The calculation of the park and ride supply considers the population of the station service area, the number of transit trips external to the service area, auto occupancy and turnover of the parking lots.

Within the market area for the four stations listed above, parking supply requirements are identified:

- Current Required Supply (2024) - 1,938 stalls
- Future Required Supply (2039) - 2,146 stalls

The increase in supply is attributed to the population and development increase projections highlighted in the MDP.

The current number of stalls in the area is 3,125 (Heritage Station – 550, Southland Station – 650, Anderson Station – 1,665, Canyon Meadows Station – 260). This supply exceeds the future requirement by 979 stalls.

Currently, there is more parking than would be required under a strict application of the 15% policy. “Minimal net loss provisions” provide guidance to protect the current supply to ensure we support current customers. Other park and ride opportunities outside of the grouping will be evaluated that align with the transportation network access, bus service and customer origins

Anderson Station Special Consideration – Until 2001, Anderson Station was the terminal station for the Red Line and included 1,665 parking stalls. As park and ride was deemed to be an important tool in attracting customers to transit, park and ride facilities were located at Chinook Station (320), Heritage Station (550), Southland Station (650) and Anderson Station (1,665). The large park and ride component at Anderson Station was created to intercept trips from south Calgary including developing communities in southeast Calgary.

As reflected in the customer origin data in Attachment 1 - Appendix 1 and 2, customers originate from outside the defined market area. This creates an opportunity to evaluate and identify parking supply opportunities along the Red Line outside of the defined market area as well as adjacent to the future Green Line.

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Part 3 – Develop a Supply Strategy – To facilitate TOD at Anderson Station, parking replacement opportunities must be investigated. Leaving too much surface parking adjacent to Anderson Station precludes substantial TOD; however, replacing all the existing parking stalls on site in a structure make the TOD unaffordable to build assuming the overall development funded the structured parking. A review of existing conditions and strategic alignment within the market area is discussed in Attachment 1.

Using Anderson Station's specific situation with the broad customer origin base and minimizing net loss of park and ride stalls, five locations have been identified to replace parking stalls at Anderson Station while maintaining existing levels of parking at Heritage Station (550), Southland Station (650) and Canyon Meadows Station (260). Table 1 provides an overview of the locations with a brief description below. Appendix 4 in Attachment 1 provides a map of the locations.

Table 1: Anderson Station TOD Replacement Parking Opportunities

| Site | # of Stalls | Address | Land Use | Ownership | Planning Requirements Needed | Next Steps |
|-------------------------------------------------------|-------------|---------------------------------------------------------|----------|--------------------------------------------------------------------------------------|---------------------------------|-------------------|
| Canyon Meadows Station | 180 | 13006 Lake Fraser Dr SE | DC | City of Calgary | Development Liaison | T&T, PFC approval |
| South Centre Mall | 165 | 100 Anderson Rd SE | C-R2 | Oxford Properties (City of Calgary to lease lands) | Development Permit | T&T, PFC approval |
| Jewish Beth Tzedic Cemetery | 145 | 122 Shalom Way SE | S-CRI | Jewish Beth Tzedic Association (City of Calgary to lease lands and construct stalls) | Development Permit | T&T, PFC approval |
| Anderson Station TOD Parkade | 500 | 11015 Anderson Station Wy SW | S-CRI | City of Calgary | Land Use and Development Permit | Council Approval |
| Green Line Stations (Phase 2 of Anderson Station TOD) | 700 | Lynnwood Station, Shepard Station, Douglas Glen Station | varies | City of Calgary | varies | Council Approval |

Note: Green Line Station park and ride numbers do not reflect the total amount of parking located at that site. The number reflects how many customers would transition over to Green Line park and ride opportunity. The Green Line park and ride plan is ongoing.

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- *Canyon Meadows Station – Additional Surface Parking Lot* – Opportunity exists within the market area opposite Canyon Meadows bus terminal on Lake Fraser Drive to construct 180 surface parking stalls.
- *Southcentre Mall* – Opportunity within the market area to lease 165 parking stalls exists on the west side of Southcentre Mall at the base of the pedestrian bridge over Macleod Tr from Anderson Station. A letter of support has been submitted in Attachment 4.
- *Shawnessy Station- Jewish Beth Tzedic Cemetery* - Opportunity exists south of the existing Shawnessy Station park and ride to construct approximately 145 park and ride stalls at the Jewish Beth Tzedic Cemetery on unused land. This location is outside the market area; however, it is located in a complimentary area based on customer origins and Anderson Stations unique history. A letter of support has been submitted in Attachment 5.
- *Anderson Station TOD Parkade* – Within the market area and as part of the TOD, a 500 stall mixed use parkade will be provided to enable park and ride use at the site and to support off-hours parking needs of the TOD.
- *Green Line Station Park and Rides* - Park and ride along the future Green Line has been identified. Current timelines indicate Green Line will be operation in approximately 2025-2026. This location is outside the market area; however, it is located in a complimentary area based on customer origins as observed at the Anderson Station.

Anderson Station Parking and TOD Phasing

To strive for no net loss of park and ride stalls, a phasing strategy has been created that enables phasing of park and ride. Attachment 1, Appendix 5 provides a detailed phasing plan of the TOD with a summary below in Table 2.

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Table 2 – Anderson Station Park and Ride Plan and TOD Phasing Summary

| Stations | Current | Anderson Phase 1 Servicing Complete | Green Line Opening/Anderson Phase 2 Servicing Begins |
|-------------------------------------------------|--------------|-------------------------------------|------------------------------------------------------|
| Red Line Stations Park and Ride | | | |
| Heritage Station | 550 | 550 | 550 |
| Southland Station | 650 | 650 | 650 |
| Anderson Station (surface) | 1665 | 695 | |
| Canyon Meadows | 260 | 260 | 260 |
| | | | |
| Displacement Locations | | | |
| Canyon Meadows Station - Additional Surface Lot | | 180 | 180 |
| Southcentre Mall - Parking Stall Lease | | 165 | 165 |
| Shawnessy Station Jewish Beth Tzedic Cemetery | | 145 | 145 |
| Anderson Station TOD Parkade | | 500 | 500 |
| | | | |
| Green Line Stations | | | |
| Lynwood Station | | | 120 |
| Shepard Station | | | 175 |
| Douglas Glen Station | | | 405 |
| | | | |
| Total Park and Ride Stalls | 3,125 | 3,145 | 3,150 |

Note: Green Line Station park and ride numbers do not reflect the total amount of parking located at that site. The number reflects how many customers would transition over to Green Line park and ride opportunity. The Green Line park and ride plan is ongoing.

Phasing for Anderson Station TOD is being recommended to occur in two phases to reflect customer origins and to allow customers who live adjacent to the Green Line to utilize the new stalls when they become operational.

Highlights of phasing plan include:

- Phase 1 can begin pending land use and funding model approvals and agreements with land owners for displacement parking opportunity
- Phase 2 can begin with the opening of Green Line as new park and ride opportunity would accommodate displacement of parking at Anderson Station for customers originating east of Deerfoot Trail and the Bow River.
- The displacement opportunities will be phased in with service phasing to minimize costs and allow for transition from Anderson Park and Ride to the other locations.

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Financial Summary – Investment to Support Anderson Station Park and Ride Plan

Attachment 2 provides an overview of lease and construction estimates for the displacement opportunities identified above. Additionally, trade-offs are also included to reduce or expand parking supply.

The capital cost of providing park and ride is significant and has contributed to identifying surface parking displacement opportunities at Canyon Meadows Station, Southcentre Mall and Shawnessy Station. Costs to construct surface parking lots are approximately \$16,000 per stall. Costs to construct structured parking depend on the design and integration of land uses. Simpler parkades approximately cost \$50,000 per stall while structures, architecturally enhanced mixed use above or below grade and include additional uses, cost approximately \$80,000 per space.

As an alternative to building large, expensive structures, leasing and construction of surface lots were investigated and recommended in addition to the 500 stall mixed use parkade that will be provided at Anderson Station TOD. Surface parking was not considered at Anderson TOD due to the amount of developable land which would be used for parking, and the large opportunity cost lost in terms of surface parking verses, future land sales, property taxes and meeting population and job intensity targets for the development.

The cost to provide displacement parking opportunities and construction of the 500 stall parkade at Anderson Station exceeds the potential land sales from the TOD parcels and the requirement to re-pay and further fund RE&DS real estate reserve which will be used for future TOD and Industrial land projects.

The purpose of Real Estate Reserve is to finance land acquisitions and development of land holdings to advance economic development and diversification objectives by ensuring an available supply of “shovel ready” industrial land through the development of industrial/business parks; and to advance achievement of other municipal objectives through land improvement of City owned of Transit Oriented Development areas and other Council directed special projects.

Through the sales and development of these projects, it is intended that the Real Estate Reserve be repaid, in order to maintain a healthy supply of funds for future projects. As the funding of park and ride stalls and related infrastructure are substantial initial costs, it is deemed unsuitable for the Real Estate Reserve to fund such projects as it poses a significant risk to the operational capacity of RE&DS and the ability to fund already identified projects from 2018 onwards.

It is being recommended that Administration report back to Priorities and Finance Committee with a funding model for the Anderson Park and Ride Plan upon Committee approval of the park and ride plan.

Anderson Station Next Steps

Attachment 3 provides an overview of next steps upon approval of the parking plan to enable TOD at Anderson Station.

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Upon Council approval of the parking plan the funding model must be finalized and reviewed with Priorities and Finance Committee (PFC) and Council. Pending approval of the parking plan and funding model at Council, the Anderson Station ARP, Outline Plan and Land Use Application will be resubmitted to CPC and Public Hearing of Council.

Improvements in the Anderson Station Area

Other related investments supportive of TOD are being undertaken, including;

- Platform extension and 4-car trains – platform extensions are now complete on the Red Line and 4-car service has begun. The addition of 4-car trains will enable Calgary Transit to carry an additional 200 customers on each train increasing capacity from 600 to 800 customers. This will help alleviate overcrowding on the Red Line, providing more comfort for customers at Anderson Station. The 4-car train service will address growth in customer volumes at Anderson Station while also taking advantage of space for reverse peak period trips to the future TOD.
- Southwest BRT and South Crosstown BRT – The Southwest BRT and South Crosstown BRT will provide future transit service from communities adjacent to Heritage Station, Southland Station, Anderson Station and Canyon Meadows Station to various destinations including Mount Royal University, Rockyview General Hospital and downtown.
- Anderson Station Refurbishment – pending approvals, internal station refurbishment is expected to begin with completion expected in 2018. Included in the refurbishment is removal of the front porch that lands at the base of the bus terminal. Anderson Station has been open since the 1980s and is showing signs of wear. Improvements are required to improve passenger movement, safety, comfort, station functionality and appearance. Removal of the front porch of the station will improve the interface with the future TOD public plaza and provide additional public space.
- Anderson Station Pedestrian Bridge – The existing pedestrian bridge connecting Southwood community to Anderson Station is being replaced in 2017-2018 in conjunction with station refurbishment. The bridge provides connectivity between communities on the west side of the LRT tracks to commercial and office uses on the east side of the tracks. The pedestrian bridge will provide key infrastructure upgrades for customer access to coincide with TOD.

Stakeholder Engagement, Research and Communication

Representatives from Real Estate and Development Services, Planning and Development and Transportation Planning provided input to this report. Councillors adjacent to Anderson TOD were engaged to seek input regarding the plan.

Administration has also had numerous discussions with adjacent commercial land owners concerning potential park and ride activities on their lands.

Strategic Alignment

As per TT2016-0319, the park and ride policy has been updated with eight Council recommended directions to replace parking capacity that is lost by TOD. The redevelopment of land currently used for park and ride at Anderson Station is being planned in accordance with

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the Calgary Municipal Development Plan (MDP) strategies for achieving more intensive use of lands served by the Primary Transit Network (PTN).

Social, Environmental, Economic (External)

Social

Park and ride provides a means of access to the CTrain for customers who require their personal vehicle for a portion of their inbound and/or outbound trip. As well, park and ride is the only means to access the CTrain system when no bus service is available.

Environmental

Park and ride is a service that intercepts trips, particularly on approaches to downtown and other major destinations and reduces the amount of roadway infrastructure required to move people. Park and ride allows customers to use transit for a portion of their trip reducing greenhouse gas emissions.

TOD at Anderson Station allows The City to fulfill sustainability goals in the MDP by having a more compact, urban form.

Economic

Intercepting trips through use of park and ride leads to less congestion and connects people with jobs and services. Improving public transit access to the downtown decreases the potential cost to workers of paying for parking particularly in the downtown area.

Redevelopment of surface park and ride lots leads to future increased property tax based on otherwise underutilized land.

At risk are the goals of achieving the MDP by facilitating development of more intensive and comprehensive land use at locations that support higher order transit services.

Financial Capacity

Current and Future Operating Budget:

The addition of displacement park and ride lots will increase operating costs to maintain the lots. In response to Council direction associated with TT2016-0319, Administration is reviewing parking revenues to offset operating costs and will report back to SPC on Transportation and Transit no later than June 2017.

Current and Future Capital Budget:

The cost to construct and lease additional park and ride facilities exceeds the potential land sales from the TOD. A new financing solution has been recommended in Attachment 2 to offset potential losses and impacts to capital budget.

Risk Assessment

The lack of an approved plan to evolve the land use on park and ride lands risks missing an opportunity for The City to increase the utilization of their lands and optimize their contribution to the overall municipal economy. There is a significant cost to construct and lease park and ride stalls. A financing strategy is being recommended particularly where TOD is being planned at current CTrain stations.

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Further negotiations are required with owners of proposed park and ride locations. Although supportive of potential leases, the private owners have indicated that the leases should not preclude future development opportunities on their land.

To mitigate risk, land has been identified that can be used to house additional stalls. In addition, Transportation is currently working on developing a policy that will facilitate shared parking with adjacent landowners. A proposed process will be brought to the 2016 December SPC on T&T meeting.

REASONS FOR RECOMMENDATION:

The recommendations in this report will provide a plan for the location and supply for parking at Anderson Station and to proceed with TOD planning at Anderson Station, which will help achieve the goals identified in the MDP.

ATTACHMENT(S)

1. **REVISED** Anderson Station Park and Ride Plan
2. Anderson Station Park and Ride Plan – Financing Summary – **Confidential**
3. Anderson TOD Approvals Flowchart
4. Letter of Support – Southcentre Mall
5. Letter of Support - Jewish Beth Tzedic Cemetery