



CITY OF RICHMOND

REPORT TO COMMITTEE

TO: Planning Committee

DATE: January 6, 2000

FROM: Joe Erceg
Manager, Development Applications

FILE: 4040-01

RE: Vehicle Access Options For London Princess (Revised)

STAFF RECOMMENDATION

That Staff be directed to host a public open house regarding Vehicle Access Options For London Princess and report back to Committee on the public's response and staff recommendations.

Joe Erceg
Manager, Development Applications

Att. 5

FOR ORIGINATING DIVISION USE ONLY		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Engineering	Y <input type="checkbox"/> N <input type="checkbox"/>	
Fire Rescue	Y <input type="checkbox"/> N <input type="checkbox"/>	
Parks Design, Construction & Programs....	Y <input type="checkbox"/> N <input type="checkbox"/>	

STAFF REPORT

ORIGIN

In September, 1998, Council adopted a new area plan for Steveston which provides for the future redevelopment of the London-Princess industrial area (refer to the land use map in Attachment 1). While this plan establishes the land uses for the redevelopment of this area from a purely industrial use to a mix of uses inclusive of residential and some commercial, details on the provisions for vehicular access were left pending a clearer sense of how the redevelopment would occur.

As of the time of writing, the City has now received four applications for the London-Princess area with a fifth larger site currently up for sale. The locations of these proposals are outlined in Attachment 2.

In view of the amount of proposed redevelopment activity, staff have held several internal meetings to work out some of the detailed aspects of servicing the redevelopment proposed for the area. These discussions have resulted in several options being prepared, each of which serves to improve pedestrian and vehicular circulation and accessibility through the area as well as enhancing the recreational corridor along the waterfront. Each option has a number of positive and negative aspects associated with it.

Senior staff, having themselves reviewed the options, recommended Planning Committee's review with the intent of taking these options to a public open house. The options, along with their pros and cons, are outlined in this report.

At their January 4th, 2000, meeting Planning Committee directed staff to add a fifth option. This option is now included in this report along with several addition amendments that had been requested. All the amendments are shown in italics.

FINDINGS OF FACT

Land Use:

The Steveston Area Plan, as adopted in September, 1998, provides for up to approximately 150 single family and/or multiple family residential dwellings to occur east of Princess Street. In this area, residential units between Dyke Road and the vicinity of Princess Lane are to be "Heritage Residential" in form.

For the area west of Princess Street the Steveston Area Plan provides for "Mixed Use (Commercial-Industrial with Residential & Office Above)". This mix of uses is similar to downtown Steveston village albeit on a much smaller scale. Approximately 150 additional dwelling units may occur in this area.

Road Pattern:

The area west of Princess Street has a relatively fine grained road network which serves businesses and residences in the area along and south of London Road. The area east of Princess Street does not have a fully dedicated road network and is only served by Princess Lane which is not to current standards.

Currently, Princess Street does not connect to Dyke Road, however, the City holds the right of way and could make this connection should it be necessary. Through traffic follows the route

between No. 2 Road, to London Road and Dyke Road. Dyke Road itself serves the recreational area along the waterfront which is used by walkers, bicyclists, recreational vehicles and motorists seeking views and those simply seeking an alternative access through the area.

ANALYSIS

The proposed redevelopment of the London-Princess area has raised a number of issues, particularly in the area east of Princess Street, which must be addressed. As each of the options has implications for areas such as Dyke Road and the internal development of the area, Staff suggest that input from the public be obtained.

Some of the broader issues influencing the options prepared include the following:

- Up to 300 new residential dwelling units may be developed in the whole London-Princess area;
- The Fire Department has identified a strong desire for a secondary access to ensure adequate fire and safety protection given the potential number of dwellings (estimated to approximately 150 units) going into the area east of Princess Street;
- Transportation Staff also feel that a second access is warranted to handle the number of vehicles that will be generated east of Princess Street;
- Urban Development Staff, in general, are concerned with the intersection where Dyke Road meets London Road. Because of the grade differences, vehicles travelling westward on London Road are not readily seen by motorists travelling northward on Dyke Road. Without corrections, additional traffic could exacerbate the situation.
- The existing internal roads (London Road, Princess Street, Princess Lane) are not currently to a standard which will support the area's redevelopment. New development will be required to contribute to the upgrading.
- From Park Staff's perspective, Dyke Road serves an important role in the area as a recreational corridor. Appropriate traffic management (such as speed bumps, curb extensions, etc.) will play an important role in preserving the recreational focus along the waterfront.
- Some residents in the London Princess area have expressed concerns that opening a new vehicle access to Dyke Road could result in a change to the character of the "recreational corridor" along the waterfront. Underlying this is a concern that if enough of the new residents use Dyke Road as a through connection rather than driving out of the area through to No. 2 Road, the feel of the waterfront will be lost.

Because of these concerns, the consensus amongst staff is that the existing road network is not sufficient to support the proposed redevelopment for the London-Princess area. Neither the Fire Department's concerns nor the Transportation Department's concerns would be addressed if the existing road structure is retained.

A variation on retaining the status quo would be to construct the road connection between Princess Street and Dyke Road, but chain the access off so that it would only be used in the event of an emergency. This proposal has some appeal in that it would meet the fire and safety needs of the area while minimizing any tendency for Dyke Road to become an alternative route for local residents instead of No. 2 Road. Unfortunately, this option does not address the Transportation Department's concerns for improved access to the area east of Princess Street.

Another suggestion which has come up a number of times over the past few years proposes the extension of No. 2 Road to connect with Wharf Street and then to Dyke Road. Such an alternative could help to improve the London Road / Dyke Road intersection but would also impact the London Landing park and still leaves the safety and access issues east of Princess Street unaddressed.

Planning Committee asked Staff whether having two vehicle access east of Princess Street to Dyke Road were feasible. Transportation Staff have advised that their preference would be for a single new access. If a modified version of Staff's preferred Option 4 is selected, the addition of another access at the foot of Princess Street, as was suggested, would tend to isolate the parcel at 13400 Princess Street by surrounding the property with roads on all sides. In addition, the second access was not seen as necessary to support the proposed redevelopment of the area.

Given the issues raised and the concerns with the status quo variations outlined above, Staff have prepared *five* alternative options for vehicular access through London-Princess (refer to Attachment 3 for maps – details appear below). Each option contains both positive and negative aspects but each one also addresses the safety and access concerns raised by the Fire Department and Transportation Department Staff. Because there are tradeoffs involved which will have an impact upon how the London Princess area redevelops, **Staff recommend that these options and their associated pros and cons be taken to the public for review and comment through a public open house format.** It is further proposed that public comments would be garnered through a survey questionnaire (a draft survey appears in Attachment 4).

Public Consultation:

Should the public open house proposal be approved, Staff would seek a suitable Steveston venue, advertise in the City Notice Board, and send surveys to all of the London Princess owners and tenants *as well as nearby residents in the vicinity of Gilbert Road.* Additional surveys would be made available at the open house.

Vehicle Access Options

Option 1: Extend London Road

This option extends London Road eastward, connecting to the former rail line then turning south to intersect Dyke Road. Dyke Road itself would be either closed between the new intersection and the vicinity of London Landing, or significantly reduced as a through route for vehicles.

Pros:

- Improves traffic circulation east of Princess Street;
- Has potential for enhancing the recreational uses by removing or reducing traffic along part of Dyke Road between Wharf Street and the new connection with Dyke Road;
- Breaks up a large development site into smaller pieces resulting in more units fronting public roads (outward focus rather than inward focus);
- Road access to the CNR corridor enhances its development as a safe, accessible trail.

Cons:

- Has a significant impact upon a single owner;
- May promote through traffic along Dyke Road unless traffic calming measures are installed on Dyke Road;

- Some businesses on Dyke Road would no longer front a through road.

Option 2: Second Access Via Former Rail Corridor

This option proposes a new roadway along the length of the former rail corridor from No. 2 Road to a location north of the Hilton properties. Enough room would be retained in the 100 foot wide corridor to allow for pedestrian and bicycle connections as well. This option would provide for the possible continuation of a vehicle access through to Gilbert Road should this be desired at some point in the future.

Pros:

- Provides significant separation of vehicle movement from the new residential areas and Dyke Road;
- Provides a second vehicle access to the area;
- Allows for future road expansion to Gilbert Road;
- Use of Public Rights of Passage to connect the public roadways on the CNR corridor and Princess Lane would significantly reduce the loss of development rights for the land owner;
- Would allow Dyke Road through vehicle traffic to be discontinued or significantly reduced if a road connection to Gilbert Road is eventually made.

Cons:

- Financially the most expensive option. It is noted that the Parks DCC fund would need to be refunded for the cost of acquisition of the land;
- Some road improvements would still be required on London Road, Princess Street and Princess Lane;
- Full use of Dyke Road would be required until the rail corridor road was fully built through to Gilbert Road;
- Road use of the former rail corridor could eliminate alternative recreational uses, such as community gardens, in the corridor;
- Could take a very long time to fully implement.

Option 3: Connect Princess Street To Dyke Road

This option proposes that the southern end of Princess Street is connected to Dyke Road. Traffic along Dyke Road between this new connection and the vicinity of London Landing is either discontinued, or reduced.

Pros:

- Provides a division between the mixed uses east of Princess Street and the residential uses on the west side of Princess Street;
- Could allow for either road closure or traffic reductions between Wharf Street and the new connection at Princess Street;
- Has the lowest impacts upon existing properties of the four options.

Cons:

- May promote through traffic along Dyke Road unless traffic calming measures are also employed;
- Provides only limited potential for recreational enhancements to Dyke Road where traffic flow is discontinued or reduced;
- Does not contribute as much to ensuring that residential development east of Princess Street creates an open neighbourhood. Instead, a more closed – inward focusing neighbourhood would occur;

- Leaves a rather long cul-de-sac on Princess Lane – would be a concern from a fire and safety perspective.

Option 4: Connect Princess Lane to Dyke Road

This option proposes the connection of London Road, Princess Street, and Princess Lane through to Dyke Road. Again, traffic along Dyke Road between this new connection and the vicinity of London Landing near Wharf Street is either discontinued, or reduced.

Pros:

- Opens up more residential frontage to public roadway (promotes a more open neighbourhood);
- Retains the potential for enhancing the recreation corridor between Wharf Street and the new connection with Dyke Road;
- Most fully addresses the transportation, fire and safety issues identified by staff.

Cons:

- Will require additional dedications for road to connect Princess Lane and Dyke Road;
- May promote through traffic along Dyke Road unless traffic calming measures are employed.

Option 5: Create an Internal Loop Road

This option proposes the creation of a loop road extending from London Road to the former CN Rail corridor, then turns south toward Princess Lane and back to Princess Street. A minor connection for a pedestrian and emergency vehicle access would connect to Dyke Road but no explicit vehicle access connection would be made to Dyke Road.

Pros:

- *Restricts vehicle access to Dyke Road to existing accesses;*
- *The loop roadway widths may be narrower than would be required with a through road connecting to Dyke Road;*
- *Seeks a proportional share of land for road development from those seeking to redevelop the area;*
- *Road access to the CNR corridor enhances its development as a safe, accessible trail.*

Cons:

- *The option fails to address the Transportation Department's preference for a second vehicle access to accommodate the expected redevelopment of the area from industrial to residential uses. Vehicles from up to 150 dwellings will have to funnel solely through London Road to leave the area;*
- *It only partially addresses the fire and safety access concerns as access to the area is primarily restricted to London Road – improvements at the emergency access to Dyke Road would be required;*
- *Has a significant impact upon a single owner – potentially larger than with Options 1, 3 or 4.*

Additional Notes:

- All options will require some level of upgrades to London Road and Princess Street to improve safety and vehicle circulation through the area;
- All of the options except Option 1 will require some dedication of land by the developers to improve Princess Lane;

- All of the Options may require some level of traffic calming along portions of Dyke Road;
- The location of the second access could have a bearing upon whether local residents choose Dyke Road – Gilbert Road as a through access over No. 2 Road;
- All options assume improvements at the intersection of Dyke Road and London Road;
- All options require the eventual upgrading of No. 2 Road.

From a technical standpoint, Staff from Transportation, Development Applications, Land Use and the Fire Department are supportive of Option 4, "Connecting Princess Lane to Dyke Road".

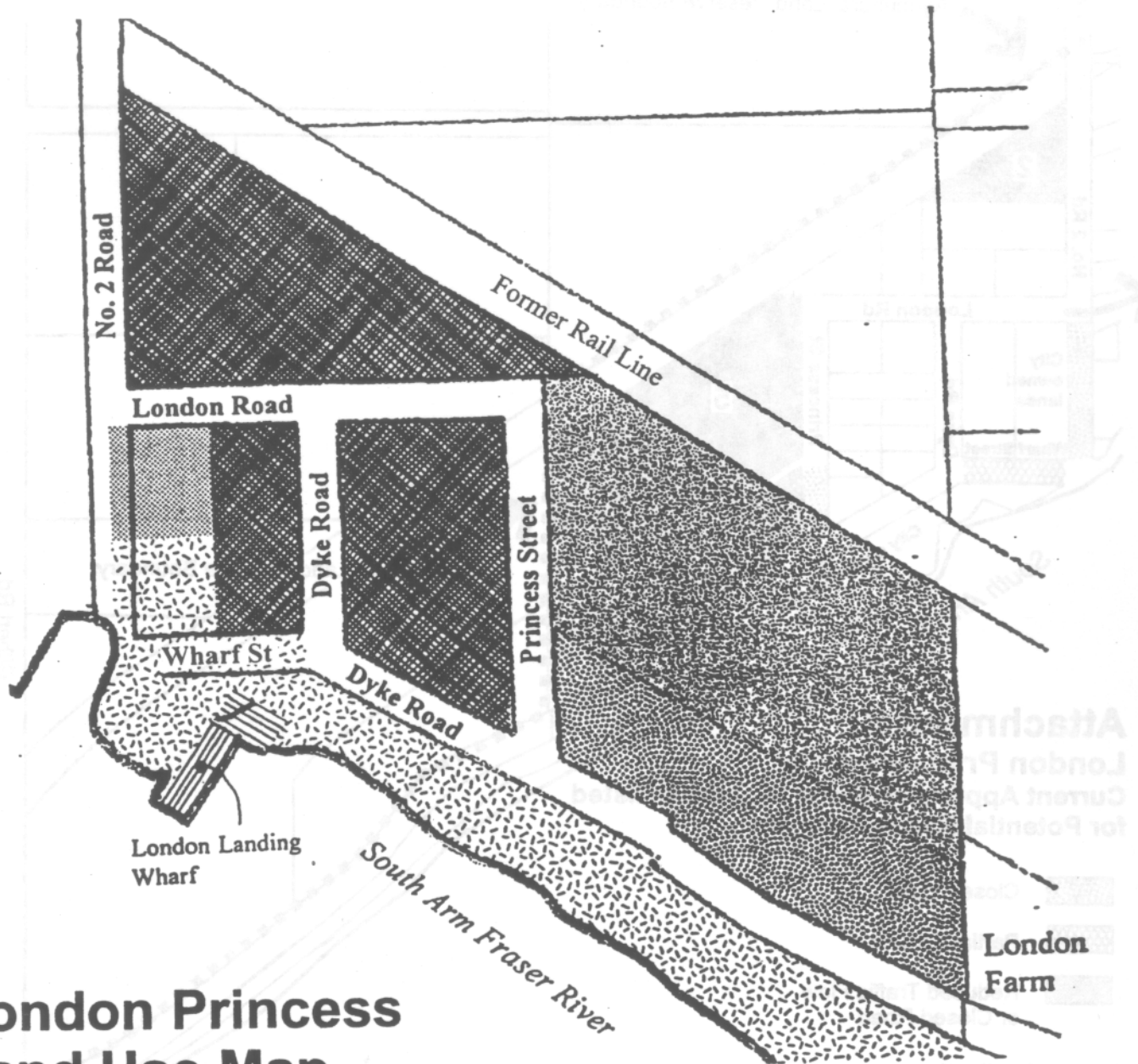
FINANCIAL IMPACT

1. Varies depending upon the option selected.
2. Details are undetermined at this time.
3. The selection of option will have an impact upon implementation (e.g. Roadway improvements may need to be phased in with development.)






CONCLUSION

- Staff have prepared a series of options for alternative vehicular access routes through the London-Princess area.
- Staff are proposing that these options be taken out for review by the public at an open house in the Steveston Area.

David Brownlee
Planner 2
DCB:cam



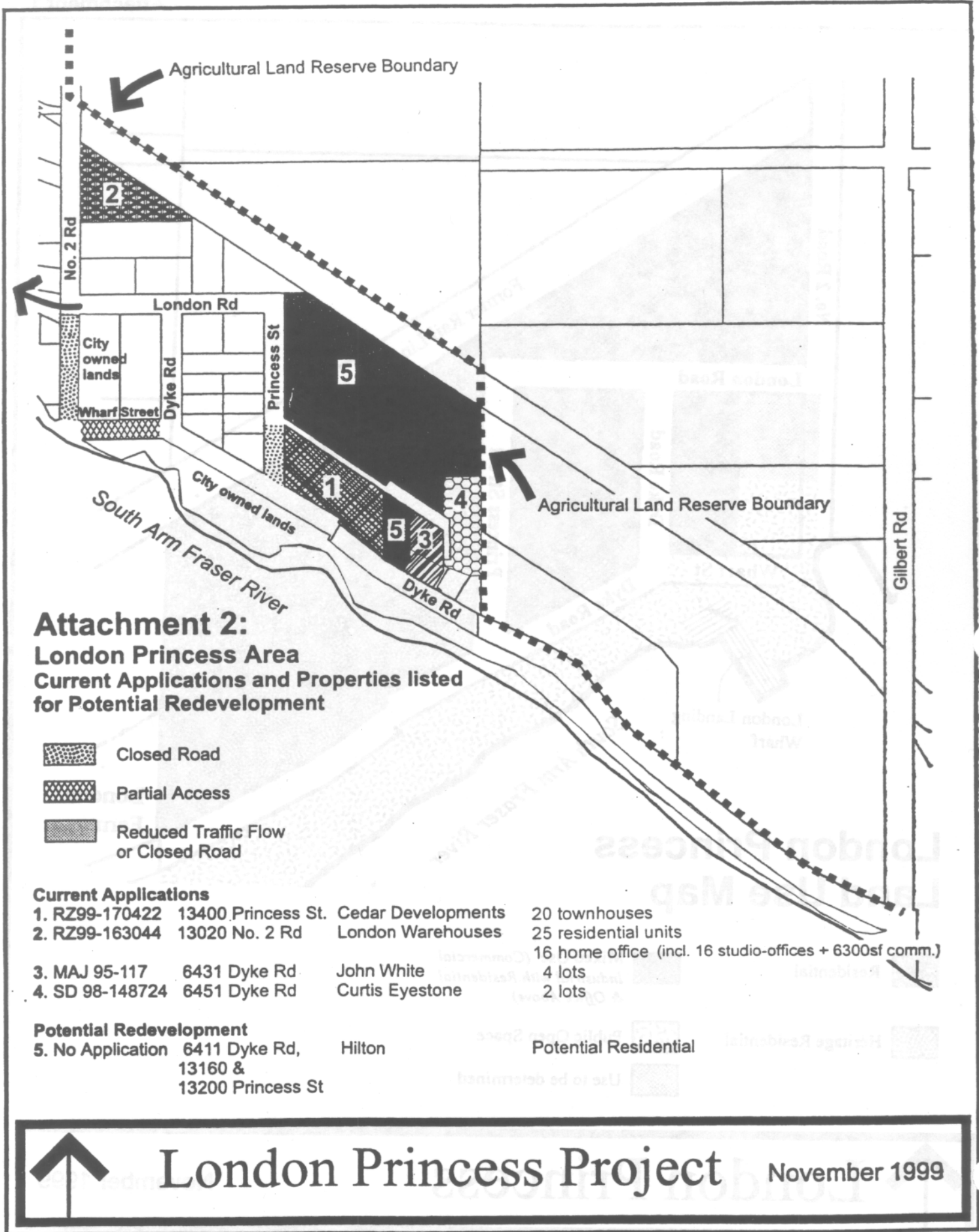
London Princess Land Use Map

- | | |
|--|---|
|  Residential |  Mixed Use (Commercial-Industrial with Residential & Office Above) |
|  Heritage Residential |  Public Open Space |
| |  Use to be determined |






London Princess

November 1999



**Attachment 2:
London Princess Area
Current Applications and Properties listed
for Potential Redevelopment**

-  Closed Road
-  Partial Access
-  Reduced Traffic Flow or Closed Road

Current Applications

1. RZ99-170422	13400 Princess St.	Cedar Developments	20 townhouses
2. RZ99-163044	13020 No. 2 Rd	London Warehouses	25 residential units
			16 home office (incl. 16 studio-offices + 6300sf comm.)
3. MAJ 95-117	6431 Dyke Rd	John White	4 lots
4. SD 98-148724	6451 Dyke Rd	Curtis Eyestone	2 lots

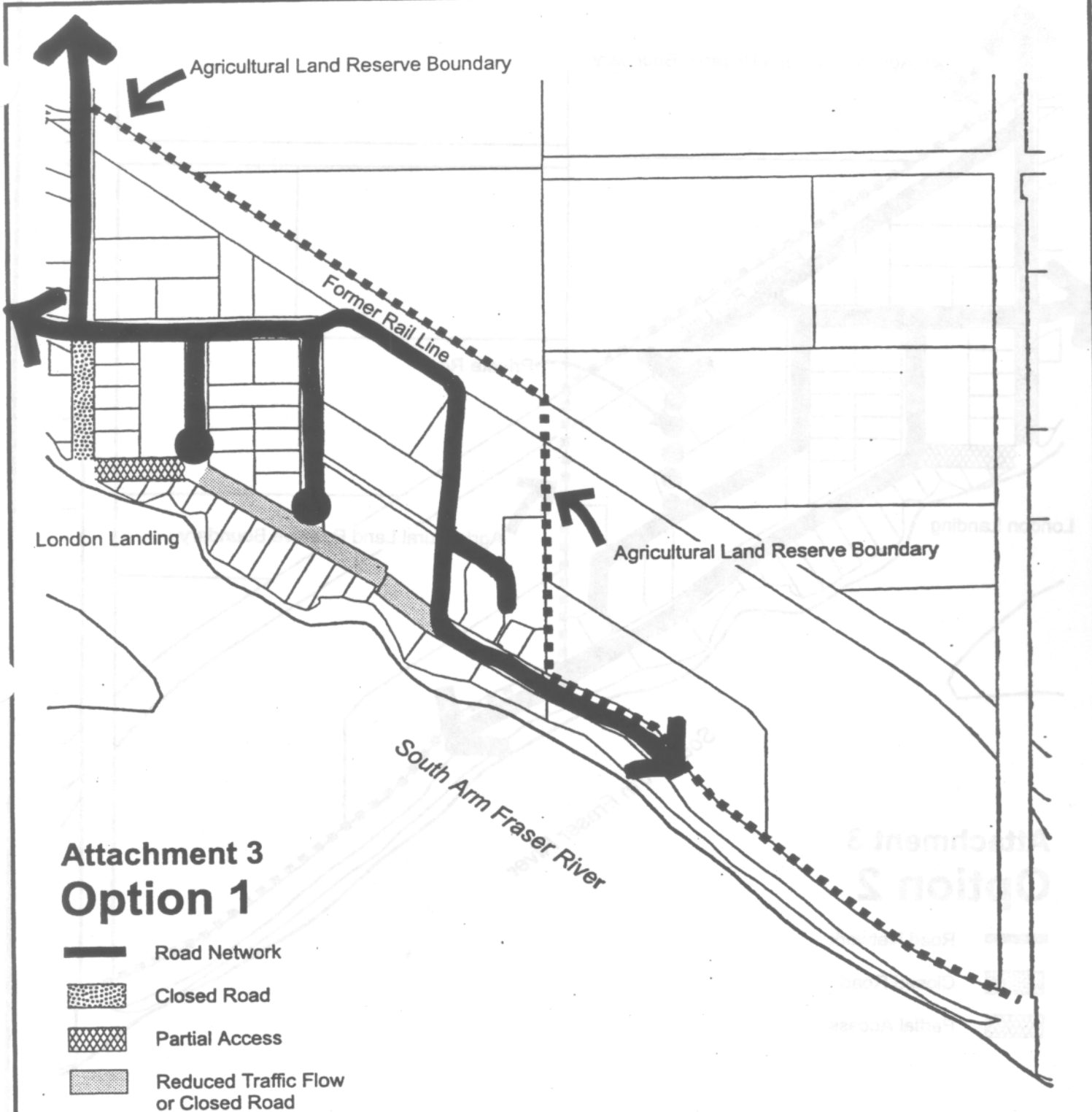
Potential Redevelopment

5. No Application	6411 Dyke Rd, 13160 & 13200 Princess St	Hilton	Potential Residential
-------------------	---	--------	-----------------------







London Princess Project

November 1999

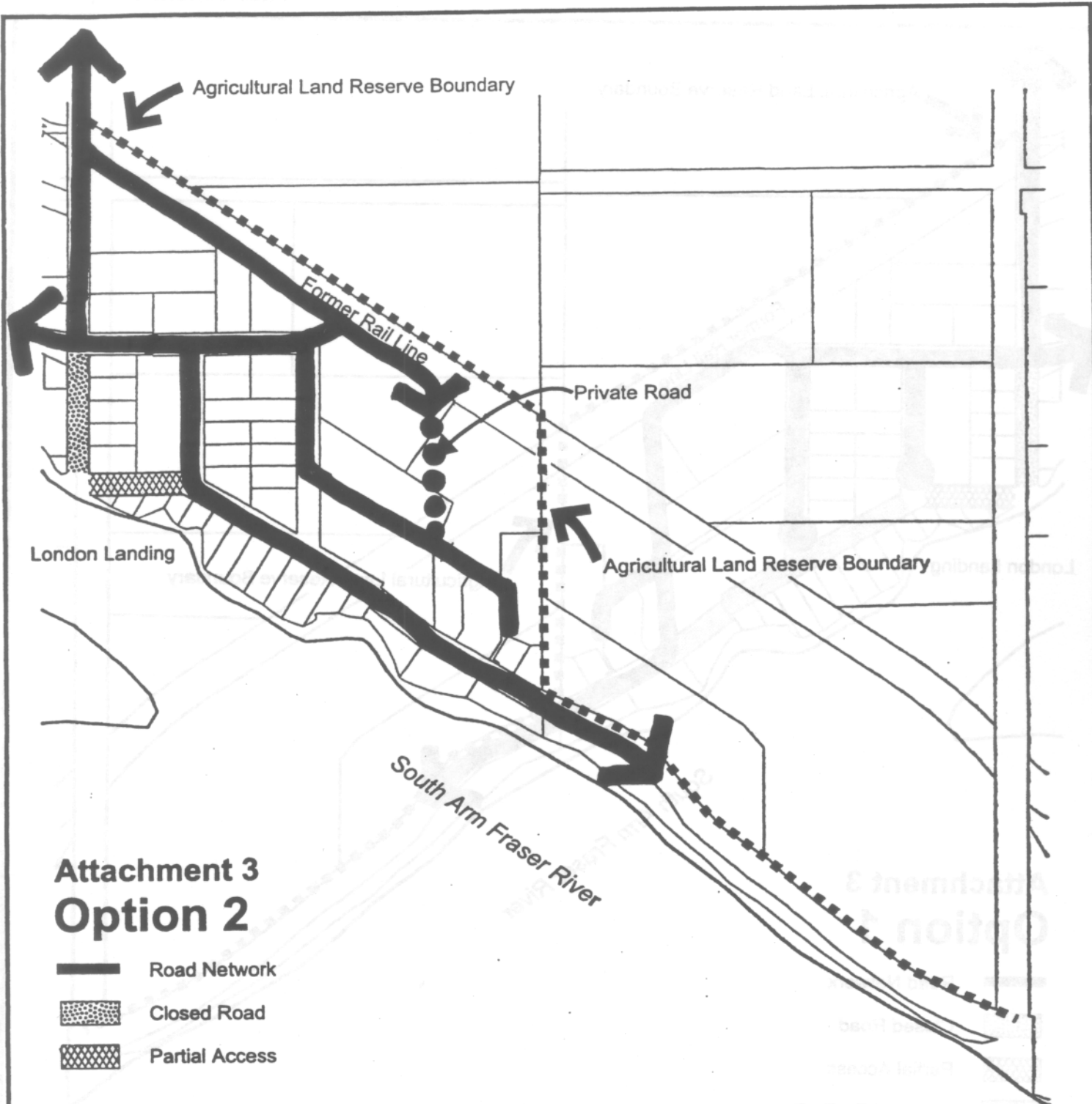


**Attachment 3
Option 1**

-  Road Network
-  Closed Road
-  Partial Access
-  Reduced Traffic Flow or Closed Road

The Road and Trail networks shown are conceptual.
Their exact location may vary due to specific site planning details


 **London Princess Project** November 1999

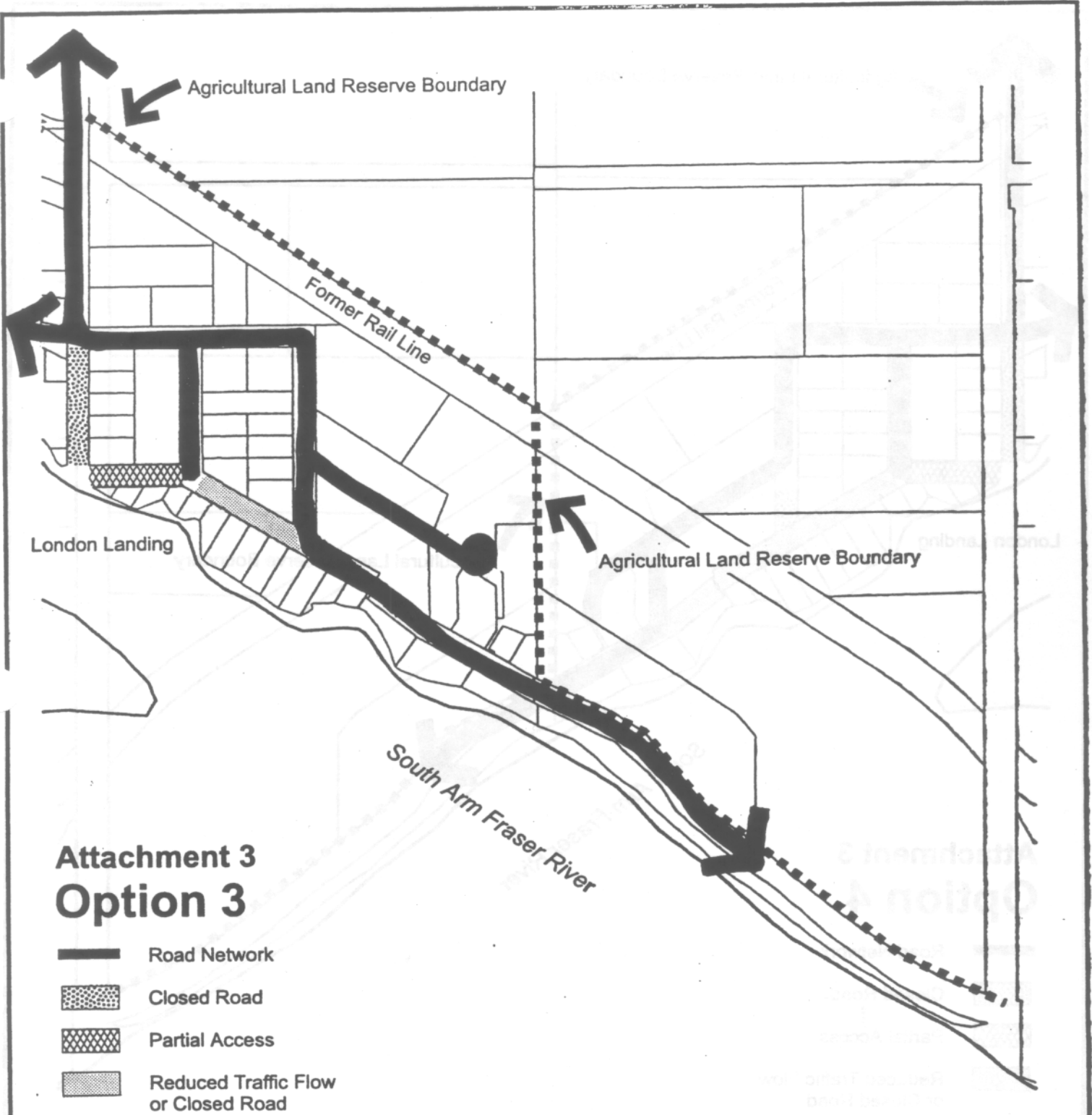


**Attachment 3
Option 2**





-  Road Network
-  Closed Road
-  Partial Access

The Road and Trail networks shown are conceptual.
Their exact location may vary due to specific site planning details

 **London Princess Project** November 1999

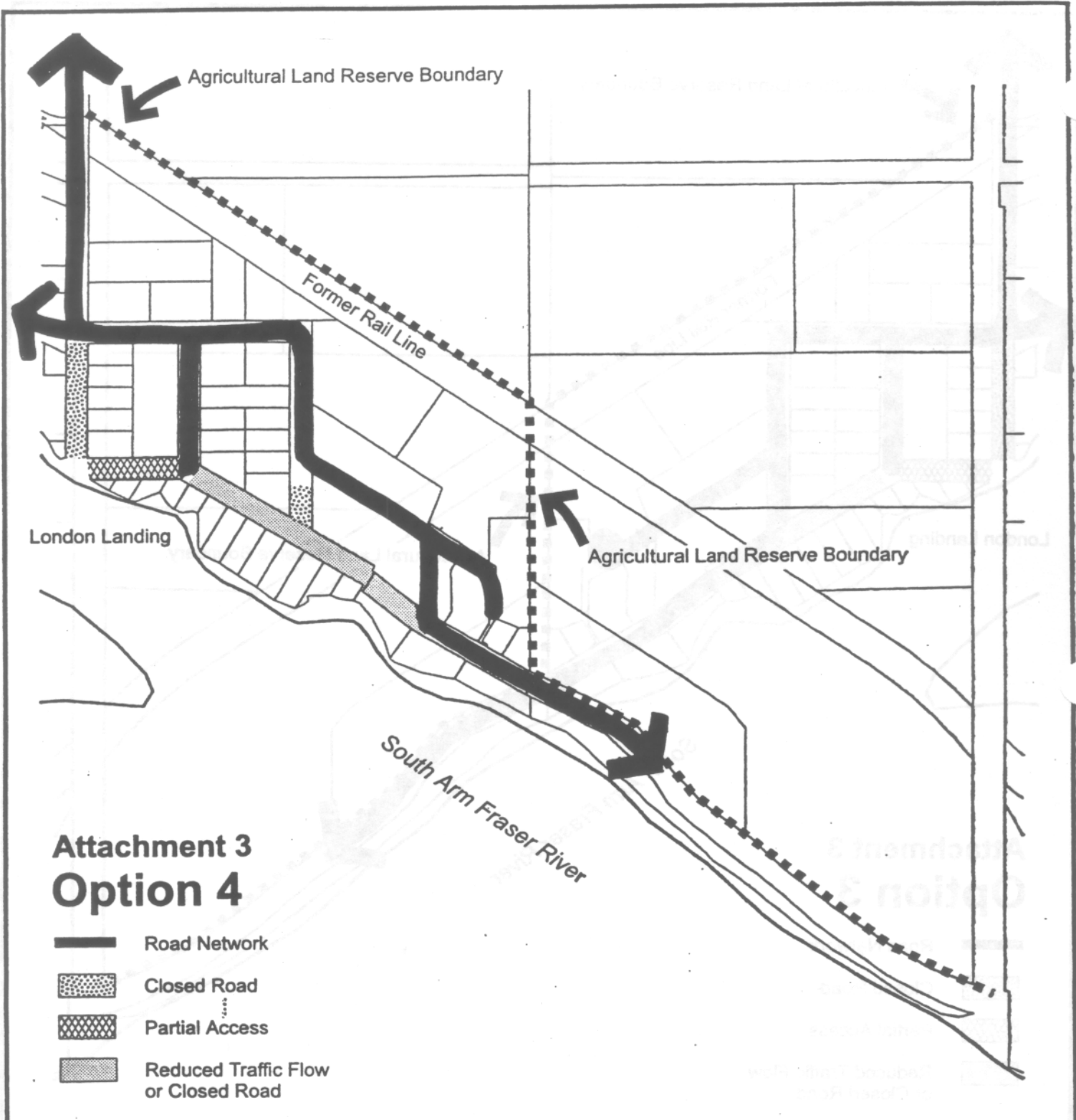


**Attachment 3
Option 3**





-  Road Network
-  Closed Road
-  Partial Access
-  Reduced Traffic Flow or Closed Road

The Road and Trail networks shown are conceptual.
Their exact location may vary due to specific site planning details

 **London Princess Project** November 1999



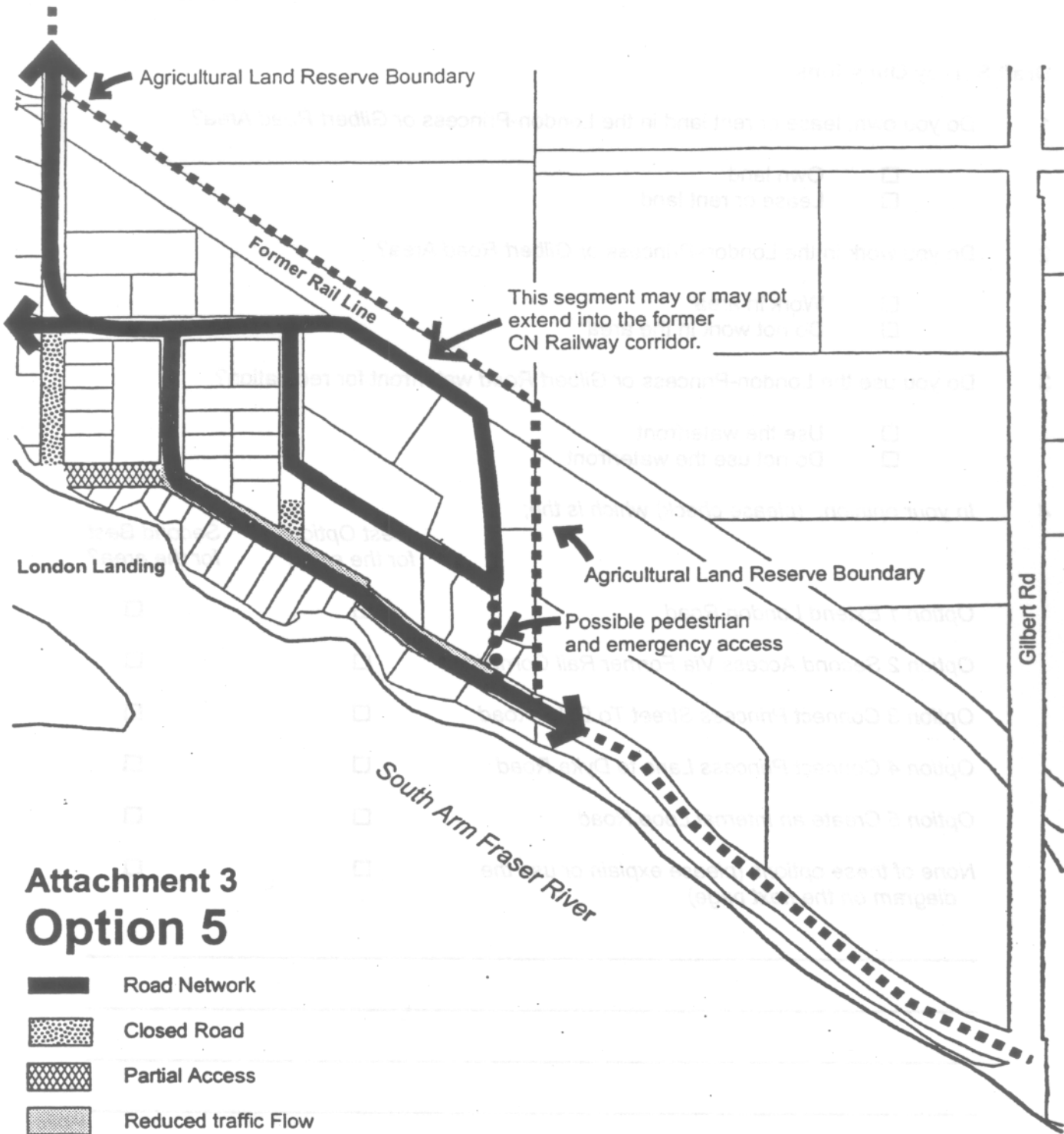
**Attachment 3
Option 4**

-  Road Network
-  Closed Road
-  Partial Access
-  Reduced Traffic Flow or Closed Road





The Road and Trail networks shown are conceptual.
Their exact location may vary due to specific site planning details



London Princess Project November 1999



**Attachment 3
Option 5**

-  Road Network
-  Closed Road
-  Partial Access
-  Reduced traffic Flow or Closed Road

The Road and Trail networks shown are conceptual.
Their exact location may vary due to specific site planning details



London Princess Project November 1999

Draft Survey Questions

1 Do you own, lease or rent land in the London-Princess or Gilbert Road Area?

- Own land
- Lease or rent land

2 Do you work in the London-Princess or Gilbert Road Area?

- Work in area
- Do not work in the area

3 Do you use the London-Princess or Gilbert Road waterfront for recreation?

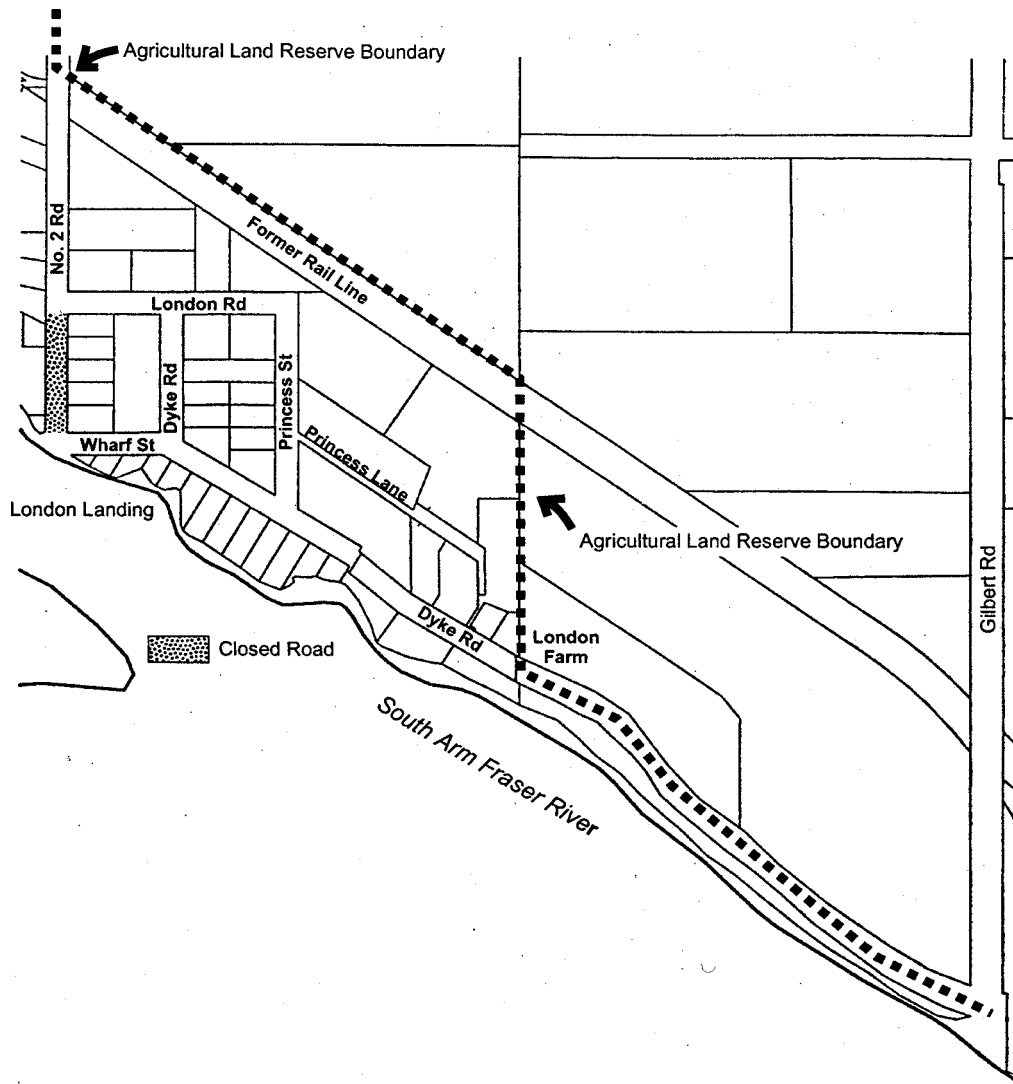
- Use the waterfront
- Do not use the waterfront

4 In your opinion, (please check) which is the;

	<i>Best Option for the area?</i>	<i>Second Best for the area?</i>
<i>Option 1 Extend London Road</i>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Option 2 Second Access Via Former Rail Corridor</i>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Option 3 Connect Princess Street To Dyke Road</i>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Option 4 Connect Princess Lane to Dyke Road</i>	<input type="checkbox"/>	<input type="checkbox"/>
<i>Option 5 Create an Internal Loop Road</i>	<input type="checkbox"/>	<input type="checkbox"/>
<i>None of these options (please explain or use the diagram on the next page)</i>	<input type="checkbox"/>	<input type="checkbox"/>

January 6, 2000

Please use the diagram as needed:



January 6, 2000

5 What issues are most important to you in your selections?

6 Options 1, 3, and 4 indicate that a portion of Dyke Road along the waterfront should have reduced traffic flow or the road be closed off. Which do you prefer?

- Reduced Traffic Flow
- Close Off That Portion of the Road
- Kept as is With or Without an Alternative Connection

7 Are there any other issues or comments which you feel should be taken into account as this area redevelops? Please explain.

8 Please provide your name and address below (optional).

Name _____

Address: _____

Should you have additional questions please contact David Brownlee, Special Projects Planner with the City of Richmond at **276-4200**.

Thank you for your participation and time!

Photographs From The London Princess Area



Princess Lane Looking East



London Road Looking West



Intersection At London Road
And Dyke Road



Dyke Road Looking South
From London Road

January 6, 2000



Dyke Road Looking East From The Foot Of Princess Street



The Foot Of Princess Street