



General Purposes Committee

Date: Tuesday, December 21st, 2004

Place: Anderson Room
Richmond City Hall

Present: Mayor Malcolm D. Brodie, Chair
Councillor Linda Barnes
Councillor Evelina Halsey-Brandt
Councillor Rob Howard
Councillor Kiichi Kumagai
Councillor Bill McNulty
Councillor Harold Steves

Absent: Councillor Derek Dang
Councillor Sue Halsey-Brandt

Call to Order: The Chair called the meeting to order at 4:15 p.m.

MINUTES

1. It was moved and seconded
That the minutes of the meeting of the General Purposes Committee held on Monday, December 6th, 2004, be adopted as circulated.

CARRIED

PARKS, RECREATION AND CULTURAL SERVICES DIVISION

2. **UBC ROWING BOATHOUSE LEASE AND FACILITY AGREEMENT**

The City Solicitor, Phyllis Carlyle, and the Manager, Parks – Programs and Design, Mike Redpath, in response to questions from Committee members, provided information on the ‘not for profit’ status of the facility, and the accessibility of the facility and all programming, for all Richmond residents.

It was moved and seconded

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That:

- (1) *the Lease/Facility agreement for a portion of the Water Lot N at 7411 River Road between the City and the University of British Columbia (Attachment 1) to the report (dated December 11, 2004 from the Director of Parks Operations) be approved subject to the requirements of the Community Charter;*
- (2) *staff advertise the City's intent to lease a portion of the Water Lot N at 7411 River Road to meet the Community Charter requirements for the lease of land;*
- (3) *the existing Memorandum of Understanding (Attachment 2) to the report (dated December 11, 2004 from the Director of Parks Operations) between the City and UBC be extended until December 31, 2005; and,*
- (4) *staff proceed with the necessary amendments to the current Navy League Lease regarding maintenance of the existing parking area adjacent to the Navy League facility at 7411 River Road.*

CARRIED

FINANCE & CORPORATE SERVICES DIVISION

3. COUNCIL POLICY 3003 – DISPOSAL OF PROPERTY FOUND BY THE PUBLIC - AMENDMENT

(Report: Nov. 8/04, File No.: 02-640-00) (REDMS No. 1334159)

The Manager, Purchasing and Risk, Glenn McLaughlin, in response to a question, indicated that several instances involving sums of over \$1000 being found had occurred over the past few years; and, that the previous policy structure of holding found funds over \$1000 for twelve months could be modified.

It was moved and seconded

That Clause 3 of the current City of Richmond Policy 3003 - Disposal of Property Found by the Public, be rescinded and replaced with the following clause:

“3. If the found property is currency or negotiable securities:

- (a) *any sum under \$50 will be returned to the finder after it has been in the custody of the RCMP for three months;*
- (b) *any sum greater than or equal to \$50, but less than \$1,000, will be returned to the finder after it has been in the custody of the RCMP for six months;*

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- (c) *any sum greater than or equal to \$1,000 will be returned to the finder after it has been in the custody of the RCMP for 12 months.*

CARRIED

CHIEF ADMINISTRATIVE OFFICE

4. **RAV PUBLIC CONSULTATION - ALIGNMENT** (Report: December 20/04 File No.: 10-6520-02-05/Vol 01 Redms. No. 1367835)

A brief discussion ensued among Committee members, the General Manager, Urban Development, Joe Erceg, RAV Project Manager, Ken Sorensen, and Sandy Webster, RAV Project Team member, on several aspects of the rapid transit project.

Mr. Bill Sorensen said that he thought some of the statistics included in the report were unbelievable, and that the survey, which was put together in a short amount of time, was flawed. Mr. Sorensen further said that he felt that Council was under pressure from Translink regarding the project, and that that pressure would be directed to residents of Minoru Boulevard should Minoru Boulevard be included in the route. Mr. Sorensen requested that Council leave the route on No. 3 Road.

Mr. Chris Scubish, a Richmond resident since 1963, said that he thought RAVCO had already decided what it wanted by the spring of 2004, and that the City had been backed into a corner. Mr. Scubish then spoke about the route options that he thought would be more viable in moving people to their destinations.

It was moved and seconded

That the RAVCO and TransLink Boards be notified that:

- 1. In consideration of the results of the Minoru alignment public consultation process, the City does not prefer the Minoru alignment.*
- 2. Staff will continue to work with RAVCO, TransLink and SNC-Lavalin to ensure the City's desired quality of station design and functionality of the RAV line when constructed along the No. 3 Road corridor.*

A lengthy discussion then ensued among Committee members with particular emphasis on route options. During the discussion Cllr. Steves referred to a February 1, 1991 report to Planning Committee from the then Director of Planning, Ron Mann, a copy of which is attached as Schedule 1 and forms a part of these minutes.

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Cllr. Kumagai raised a Point of Clarification in regard to the routes that were under consideration at this time.

Mayor Brodie clarified that the two routes identified in Item 1 of the staff recommendation, an elevated route along No. 3 Road, as approved by Council at a previous meeting, and, a Minoru alignment, were under consideration at this time.

Cllr. Steves raised a Point of Clarification as to whether the information he had presented was within the realm of a Minoru alignment.

Mayor Brodie ruled that the Minoru alignment would include taking Minoru Boulevard south from either Cambie Road, Lansdowne Road or Alderbridge Way to a point in the proximity of Richmond Centre mall.

Further discussion then ensued on the wording of Part 1 of the staff recommendation, as a result of which the following amendment was introduced:

It was moved and seconded

That Part 1 of the staff recommendation be amended by adding the words "and asks that the Minoru option be abandoned" after the word "alignment".

CARRIED

The question on the main motion as amended was then called and it was CARRIED.

As a result of the earlier discussion the following referral motion was then introduced:

It was moved and seconded

That the February 1, 1991 Transit Planning Issue Report (Schedule 1 to these minutes) and the October 31, 1991 Rapid Transit Link to Steveston report, a copy of which is attached as Schedule 2 and forms a part of these minutes, be referred to staff in order that they be reviewed as part of the review of the City Centre area plan to be initiated in 2005, with a particular focus on:

- i) the impacts of the rapid transit route on the city centre;*
- ii) the future potential for growth areas in the downtown core; and*
- iii) the future potential links of the rapid transit route to the Steveston area.*

Prior to the question being called a discussion ensued during which clarification was requested, and received, that the reports would be referred to staff for information only.

The question on the referral motion was then called and it was CARRIED.

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ADJOURNMENT

It was moved and seconded
That the meeting adjourn (5:52 p.m.).

CARRIED

Certified a true and correct copy of the
Minutes of the meeting of the General
Purposes Committee of the Council of the
City of Richmond held on Tuesday,
December 21, 2004

Mayor Malcolm D. Brodie
Chair

Deborah MacLennan
Administrative Assistant

CITY OF RICHMOND
REPORT TO COMMITTEE

SCHEDULE 1 TO THE MINUTES OF
THE GENERAL PURPOSES
COMMITTEE MEETING HELD ON
TUESDAY, DECEMBER 21, 2004.

DATE: February 1, 1991
TO: Committee of the Whole
FROM: Ron Mann
Director of Planning
RE: TRANSIT PLANNING ISSUES see options 1, 2
FILE: A1010 V7 option 1 B proposed
(030)

Transit Technologies being considered: ALRT and CLRT

Two technologies remain under consideration at this time.

- ALRT (Automated Light Rapid Transit). This is the current system operating on the Vancouver to Surrey corridor.

It operates on exclusive right-of-ways, either fenced, elevated or tunneled and derives its power from hot rail which precludes street integration for safety reasons.

- CLRT (Conventional Light Rapid Transit). This generic designation covers a number of similar proprietary systems which share the characteristic that they normally run at grade and can be incorporated in the street since they derive their power from overhead wires.

CLRT systems can however also run on structure, in tunnels or exclusive right-of-ways if desirable. It would be unrealistic not to acknowledge at this time the strength of argument which would support the extension of the existing technology (ALRT) to the Richmond corridor, since the introduction of new technology creates obvious incompatibilities and limits the opportunity to create a totally homogenous network.

Notwithstanding the above, some of the limitations of ALRT, especially as a City building agent conducive to the creation of a liveable and attractive town centre environment have become clearer.

Examples of the two types of system are; the existing ALRT system in Vancouver versus the CLRT system in Portland, Oregon. Portland's MAX system is highly regarded by staff and is used here as a rough base for comparison.

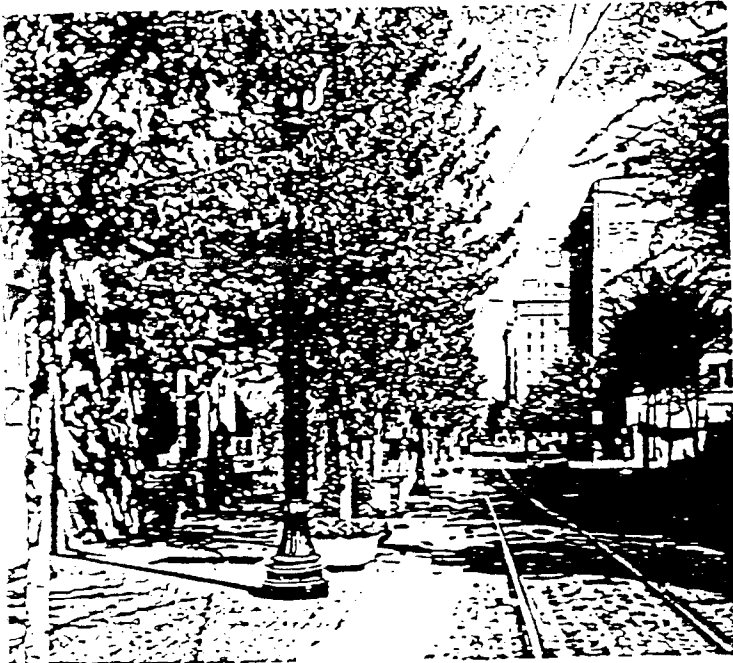
In accessing the impacts of the available transit technologies we should note that the location of the right-of-way is critical. eg. if it were possible to put either technology in a tunnel as has been suggested in the sensitive areas of Vancouver then only the station locations would impact the town centre or residential neighbourhoods. Since tunneling is unavailable as a solution in Richmond under any circumstances, solutions are limited to at grade or above grade.

We should also note that availability of right-of-way is one of the key factors in determining routes. Since road right-of-ways are the most generally available right-of-way networks, they understandably feature largely in most route proposals where alternatives (old rail right-of-ways or large vacant land holdings) are not available. Acquisition of off street right-of-way is likely to be considered only under exceptional circumstances where benefits warrant the expense. Therefore proposals at this time focus on street routed options.

The two technologies are radically different in the kind of city they envision.

CLRT operates successfully at a variety of city scales but always assumes a pedestrian city which functions at the sidewalk level which LRT uses as the source and point of delivery of its passengers. The transit vehicles are part and parcel of this system which includes accommodation of traffic, transit, and pedestrians as the normal and acceptable functions of the street. The results are highly successful especially where a moderately dense and modestly scaled Town Centre is planned.

ALRT functions better in a city of metropolitan scale and density which can sustain pedestrian activity at a variety of levels including the almost mandatory +15 (station mezzanine) level created by the elevated system. If chosen, the location and design of the system must be very carefully controlled and both system architecture and adjoining developments guided to facilitate integration otherwise the guideway and system architecture can be very disruptive in an urban environment.



Downtown Street



Downtown Street

3. RICHMOND TOWN CENTRE

Town Centre Objectives

In Richmond the direction and management of growth, especially in its core is key to the achievement of a desirable Town Centre. The ability of transit to support or alter the potential of areas (i.e. act as a catalyst for change) is critical to the achievement of improvements. In the first instance, however (short term), transit must serve the existing population, activities, land uses and institutions.

The requirements of the transit initiative, make it necessary to advance broad land use planning strategies before these have been thoroughly reviewed or endorsed by Council. The following are suggested as strategic objectives likely to impact transit planning and vice versa.

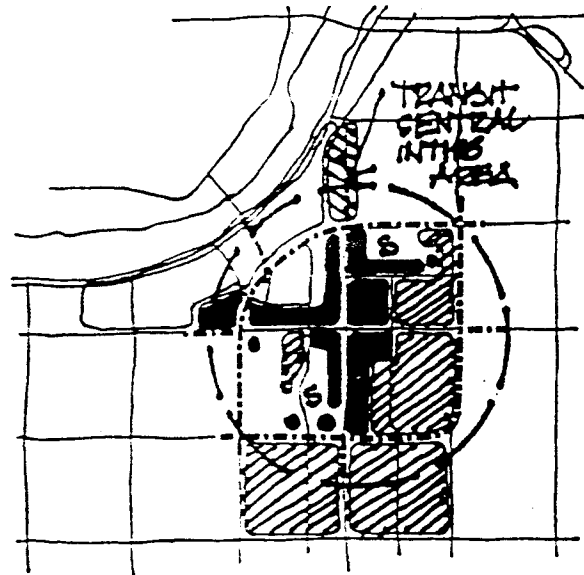
1. Compact Higher Density Town Centre - Within a proposed ring road system

Richmond's core office and retail areas are developed at a low density. Land within the designated ring road contains an area generously sized to accommodate all of Richmond's commercial and much of Richmond's residential expansion needs for the foreseeable future. The density will be significantly more than what is presently built.

Transit should therefore be located centrally to this area to provide maximum utilization.

2. Mixed use Town Centre

The proximity of office, retail and residential uses in a mixed use environment will help to reduce access and transportation demands while ensuring the continued liveability of the core. The development of such a mixed use town centre will not only ensure a lively and liveable Town Centre environment, but will also ensure maximum transit use throughout the day.



Experience has shown that rapid transit stations/stops in "suburban" locations have generated dramatic growth in nodal configurations when encouraged or permitted to do so, especially where the technology chosen has favoured relatively widely spaced stations as is the case with the Toronto system and ALRT.

Although such dramatic localized development is impressive it does not necessarily contribute to the creation of a Town Centre. Closer spacing of stations providing a more even distribution of transit benefits is more desirable, and conducive to the creation of a more consistent, more pedestrian scaled and enjoyable town core.

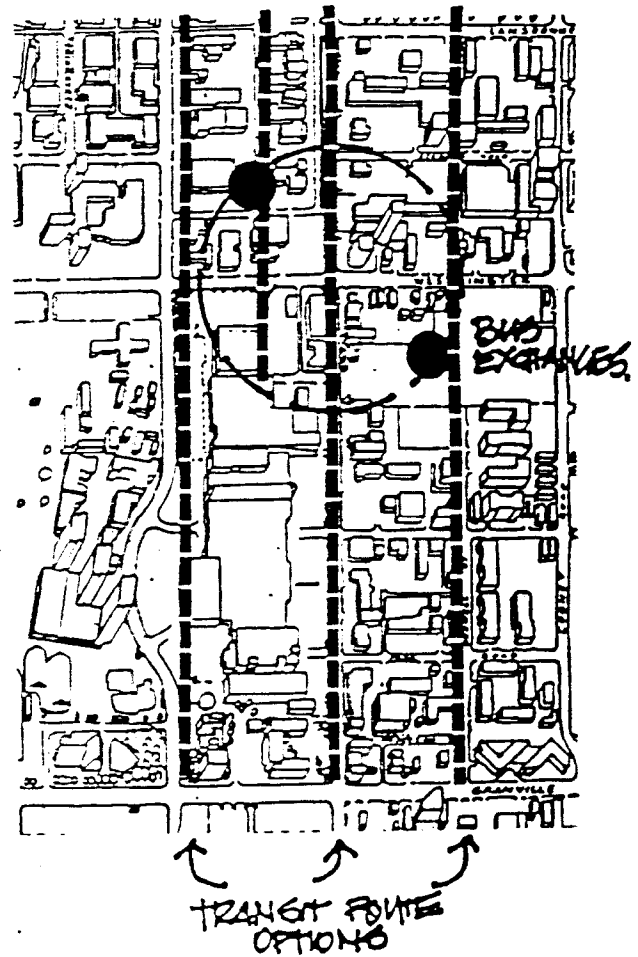
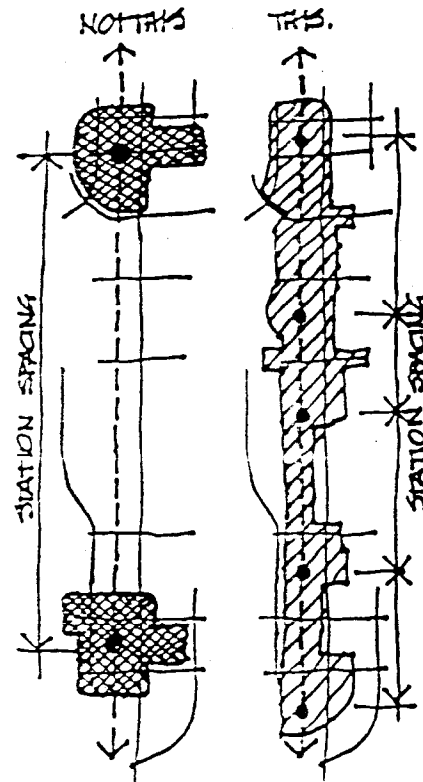
Transit stations should be closely spaced in the core area to provide consistent pedestrian oriented development.

3. Downtown Focus

The No. 3 Road/Westminster Highway intersection has been the historical focus of the Richmond Town Centre. A number of new projects and proposals have recognized the significance of this location although current development is sparse.

Development of the north-west quadrant of the Town Centre is particularly strategic in that it offers opportunities to initiate a linkage from the core to the waterfront through this area of redevelopable older service commercial and industrial buildings located inside the ring road. The location of the transit alignment close to this quadrant would hasten the opportunities for change.

Transit should support the alignment of a route which provides the maximum support for the redevelopment of the Westminster Highway - No. 3 Road. Location of the bus terminal for Richmond buses near this location is essential.



4. Pedestrianisation

Richmond provides a very successful car orientated environment. Many people enjoy Richmonds accessibility. As it becomes more dense and the demands on its streets become more intense Richmond will have to become more pedestrian. In doing so it will become more enjoyable, and lively.

Transit will play a large role not only in bringing people to the core without their cars but in helping them to move around without them. Since not all streets can perform equally well for all demands (car, transit, pedestrians) a clear heirarchy and network showing what role streets should be performing and the streets designed accordingly.

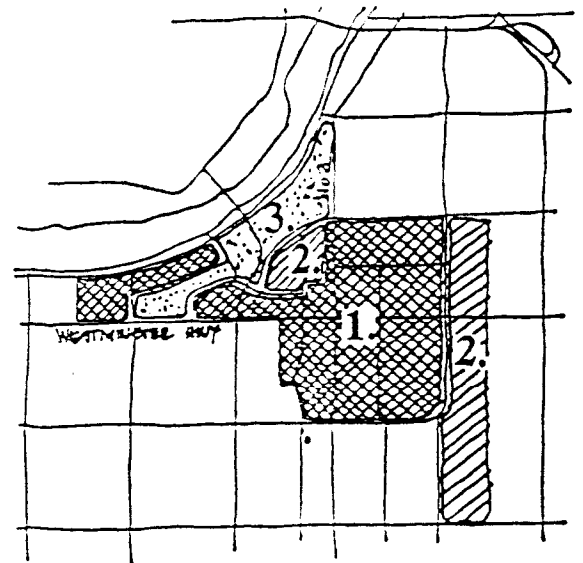
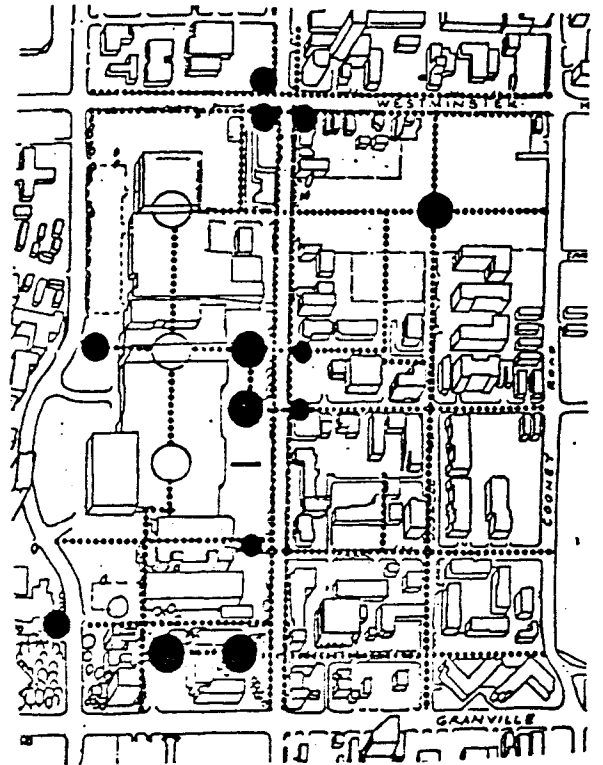
The needs of pedestrian are for sunny active interesting weather protected and accessible streets integrated with fine urban spaces and places.

5. Phasing

The ability of the core area within the ring road to provide all the land needed for growth has already been mentioned. There is a real need to ensure that policies of densification take root and that results are achieved before new areas are opened up.

Two major opportunity areas do exist and should be considered when strategic decisions on transit routing are being discussed. These are the waterfront and the service industrial lands in the triangle formed by the river, No. 3 Road and the Westminster Highway also, the eastern perimeter of the multiple residential districts bordering Garden City Way. Both are likely to change to multiple residential in the long term. The Eastern Perimeter" lands could become Phase 2 and the "waterfront" Phase 3 of a long term Phasing Plan of which the core area would be Phase 1.

Transit should try to anticipate the future growth and change of these areas and seek to build in options for future service.



6. Urbanization of Shopping Centres

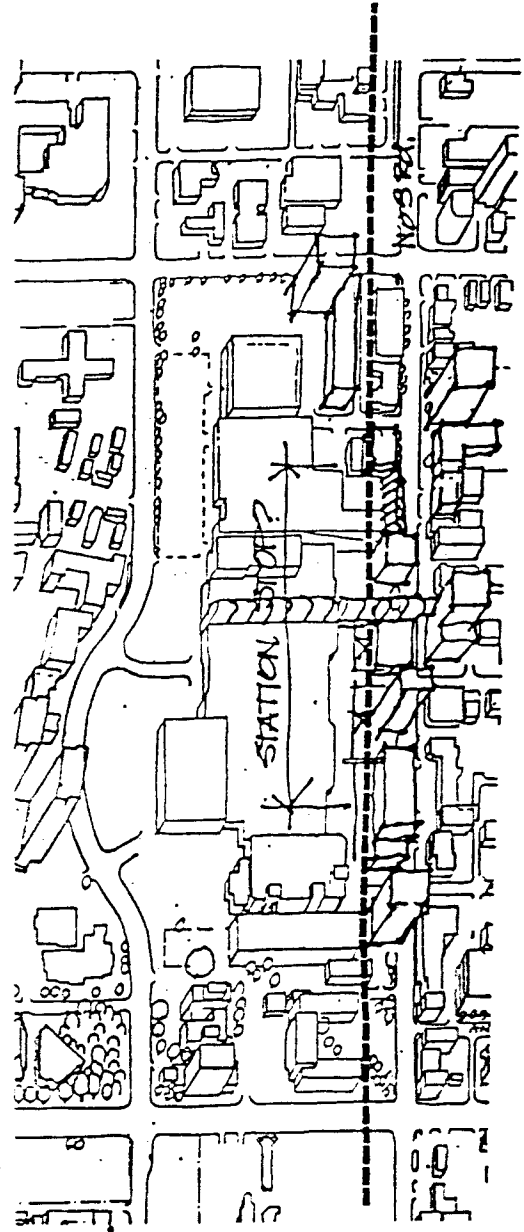
The quality of "Urbanity" is enhanced by the formal design qualities of streets and the variety and richness of the blend of activities which "inhabit" them. Shopping centres of which the Richmond Town Centre area has two are aggressively counter-productive to the achievement of these concepts.

Shopping Centres are isolated by their parking, they internalize their function, deprive the street of activity and present a "hostile" exterior. Despite their climate controlled malls they are essentially anti-pedestrian in an urban sense. They are, however, marketable and popular and are a common feature of suburban commercial centres undergoing change and should be integrated.

Until recently, transit did not play a great role in the operation of traditional shopping centres. Few people came to shop by transit or packed their purchases home on the bus. Metrotown's transit oriented shopping centre now has 30% of its clients arriving by transit.

The integration/urbanization of shopping centres requires development of their parking lots with more attractive, street friendly uses and the connection of their malls into the pedestrian street continuum. This can only occur when it becomes economically sound to replace cheap surface parking with structures which in turn will occur only when the value of the lot as surface parking is exceeded by its value as a development site in an active market.

Transit accessibility (the strategic location of a station) may be able to play a key role in facilitating these conditions making the re-evaluation of the development opportunities attractive.

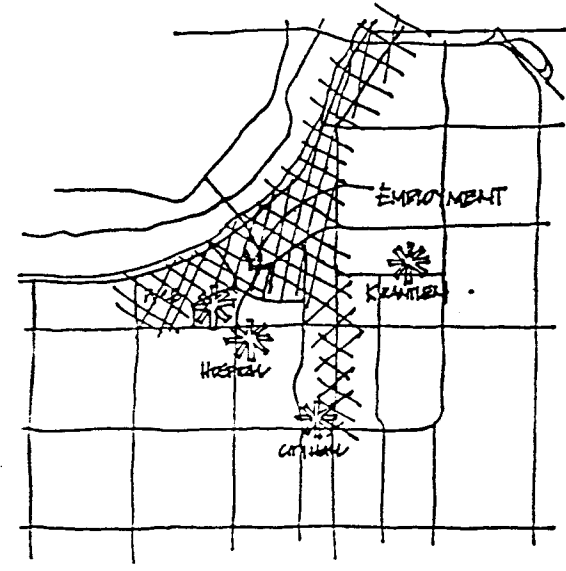


7. Service to Employment Centres

Richmond has several clearly defined existing and planned institutional and office precincts with employment fairly evenly spread throughout the core commercial and industrial areas. The location of job concentrations may change as new development occurs and strategic plan objectives are achieved.

Institutional/Employment precincts which would benefit from transit access include:

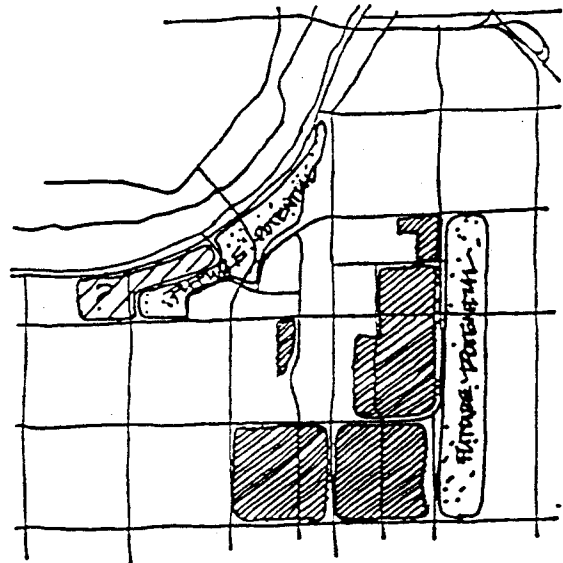
- . Civic Precinct including City Hall and other facilities.
- . Hospital Precinct including a number of health and retirement care facilities.
- . Educational precincts currently focusing on Kwantlen College.
- . Workmen's Compensation Board Offices (with the Hospital next door these create a major employment node).
- . N/W Sector Service Industrial.
- . Bridgeport industrial and commercial uses.



8. Service to Residential areas

Richmond's multiple residential areas lie within its designated ring road and in most instances adjoin it. Some additional residential growth opportunities within the ring road still exist.

When existing multiple residential opportunities inside the ring road are used up, it is expected that policies and incentives could be created to support the creation of special new multiple residential areas such as the waterfront and the redevelopment of existing low density commercial areas including the shopping centres with new mixed use developments featuring a large residential component.

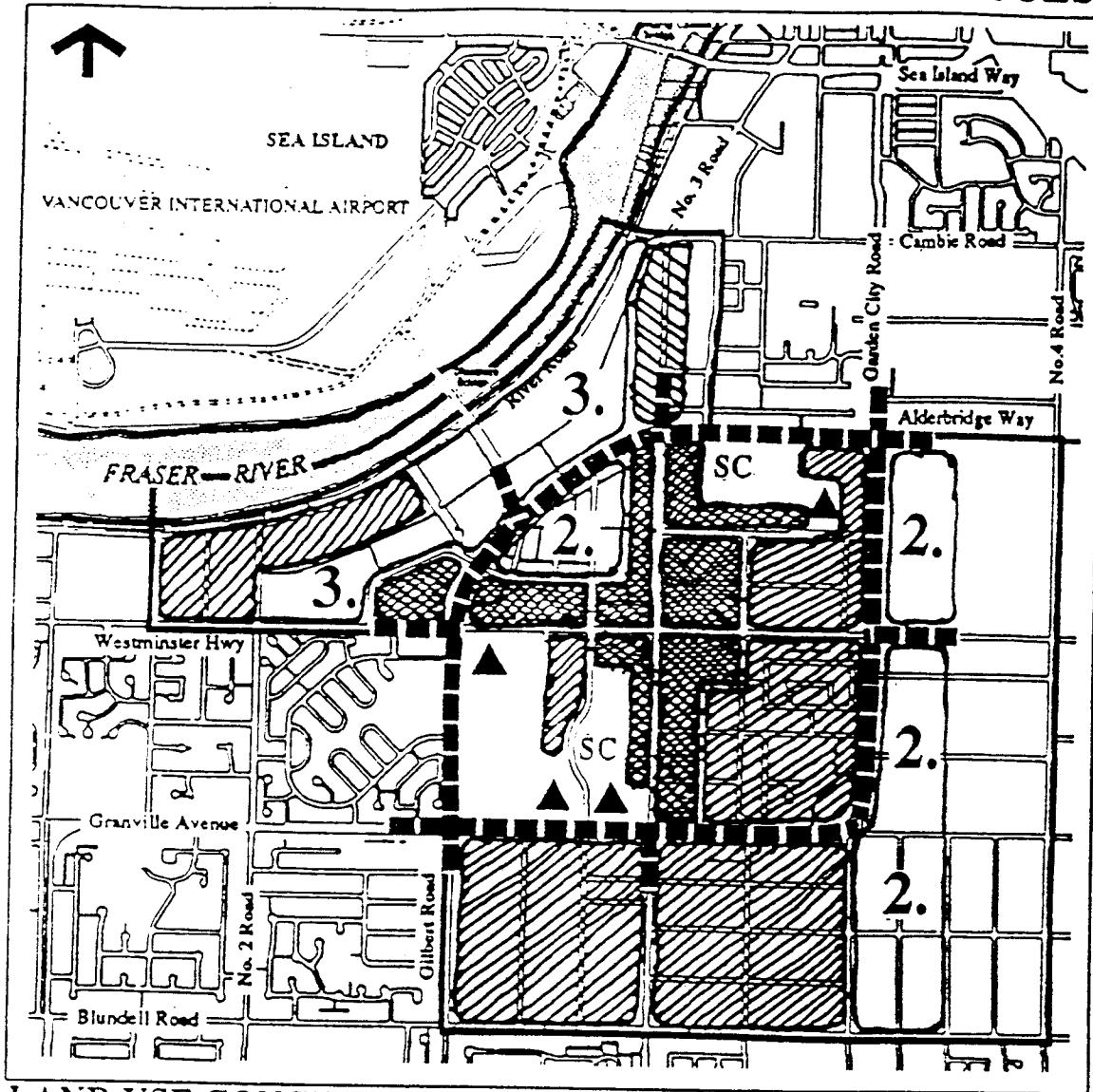
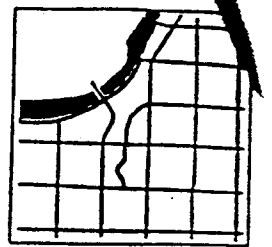


One of the key incentives to such redevelopment is transit which should be located to serve not only existing multiple residential areas but to encourage the new residential opportunities.

Further it is important that in order to maximize convenience and ridership multiple residential areas have easy walk on access to rapid transit and not require feeder bus connections if possible.

Richmond Town Centre

DISCUSSION PAPER: TRANSIT PLANNING ISSUES



LAND USE CONCEPT

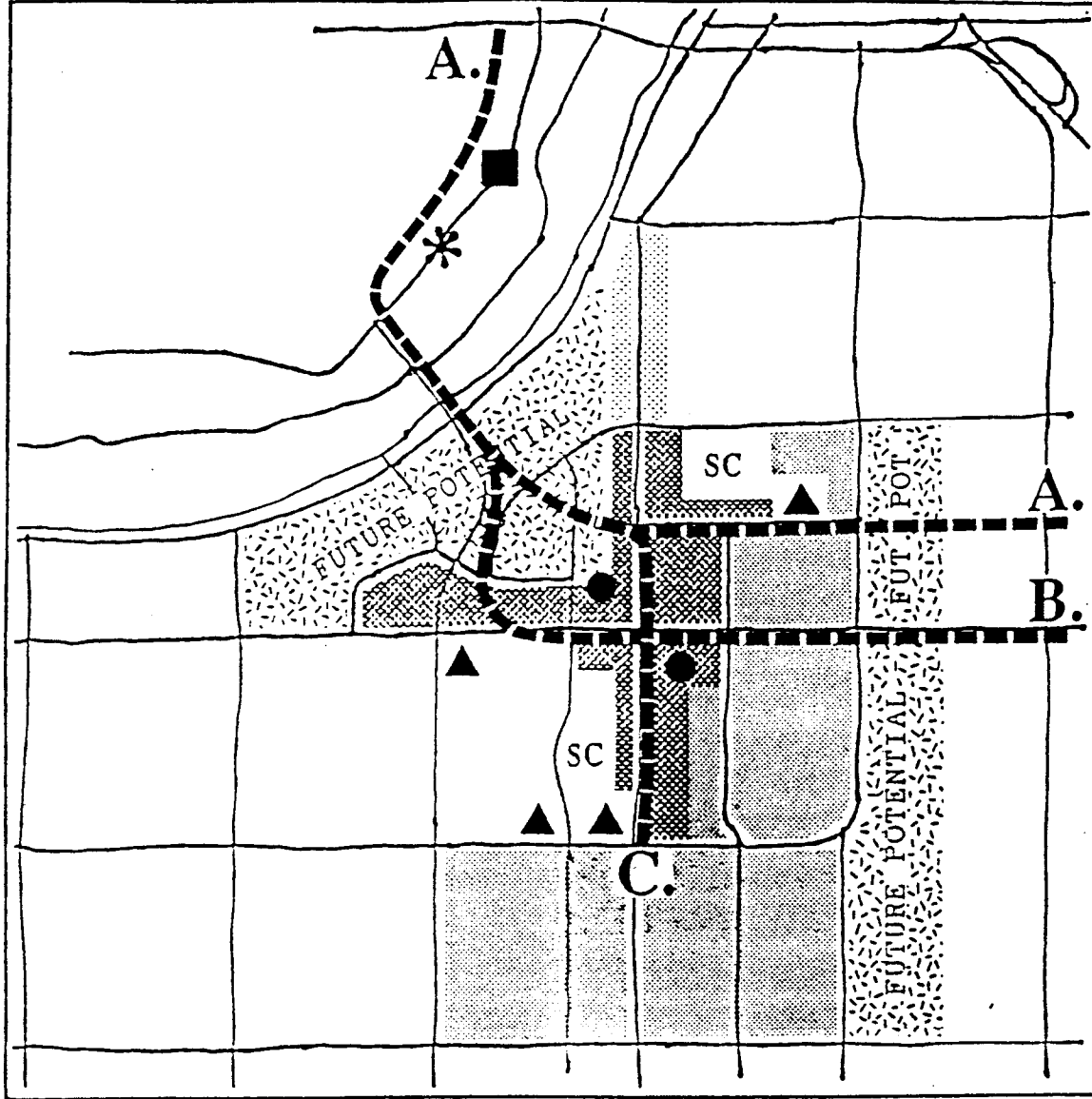
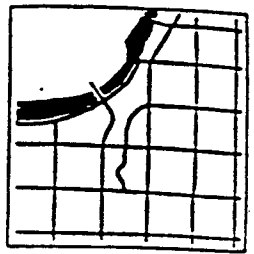
LEGEND:

- ■ ■ Ring Rd.
- ▨ Multi-Residential
- ▧ Comm.
- ▩ Mixed Use Med. Density
- 2. 2nd. Phase Opportunity
- 3. 3rd. Phase Opportunity
- SC Shopping Centre
- ▲ Institutional

LAND USE CONCEPT

Richmond Town Centre

DISCUSSION PAPER: TRANSIT PLANNING ISSUES



ROUTE
OPTION
1A/B/C **1.**

LEGEND:

- * Park and ride
- Bus Exchange
- Maintenance Yard
- ▲ Institution
- Transit Alignment

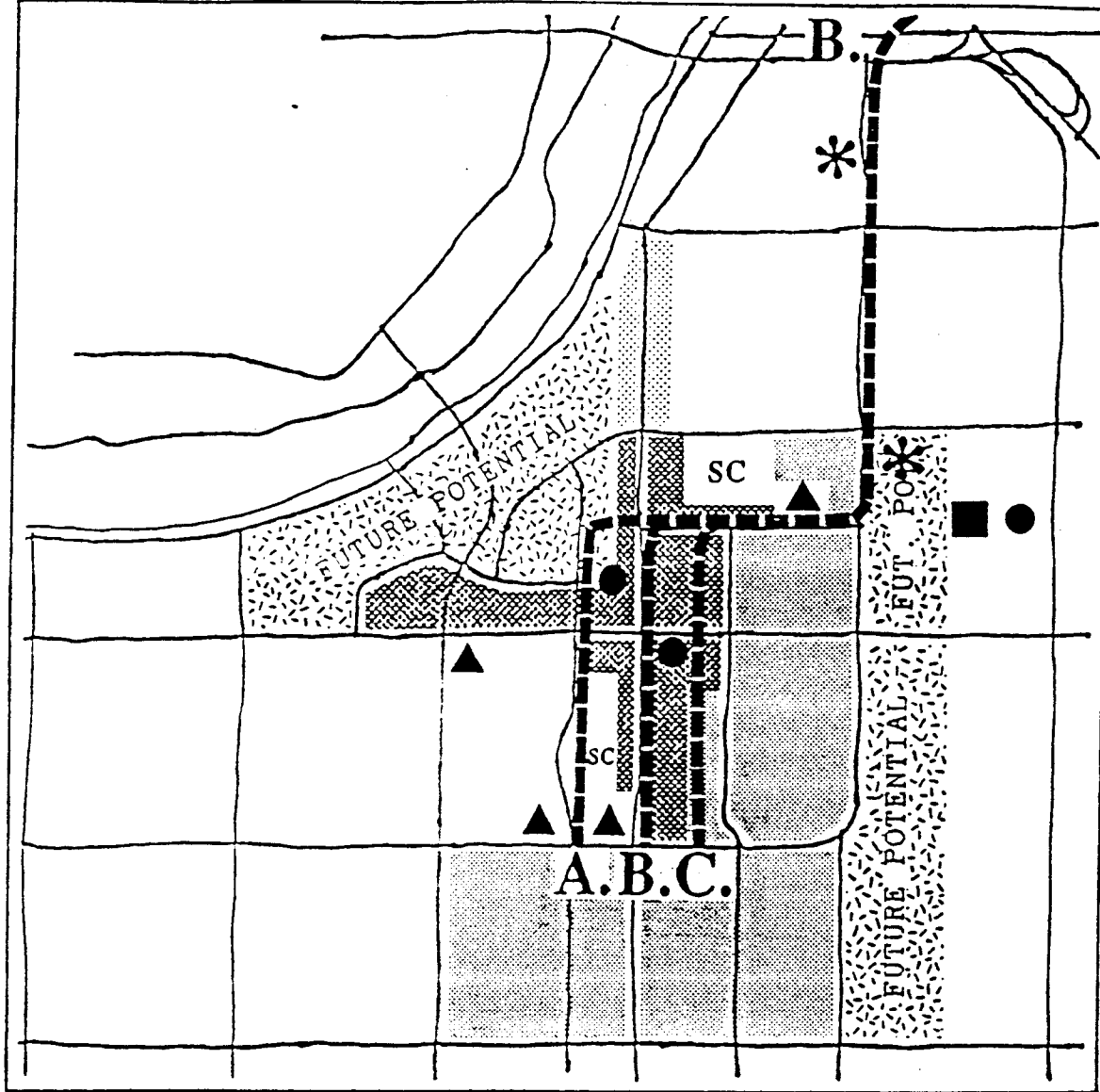
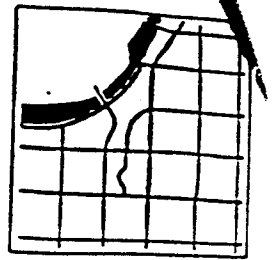
ROUTE 1: Options A.B.C.

Route 1, Russ Baker Way begins with the disadvantage that it starts from a point remote from the regional highway and then must find an E/W route to connect to highway oriented park and ride and bus facilities. In doing so it avoids the core south of Westminster Highway while the No. 3 option never makes it to a highway access point. Impacts on the "future potential area" on the river are good.

Richmond Co. P. - option B
- elevated.

Richmond Town Centre

DISCUSSION PAPER: TRANSIT PLANNING ISSUES



ROUTE
OPTION 2.
2A/B/C

LEGEND:

- * Park and Ride
- Bus Exchange
- Maintenance Yard
- ▲ Institution
- Transit Alignment

ROUTE 2: Options A.B.C.

Route 2, Garden City Way can connect to both the Cambie and Arbutus Street alignments in Vancouver. In Richmond after travelling west on Lansdowne it turns 90° on to the No. 3 Corridor. Three optional N/S alignments in this corridor are shown. The No. 3 Road alignment is not an ALRT option.

The alignment requires that regional park and ride and bus exchange facilities occur somewhere on the MOT land. This puts the parking lot squarely into one of Richmond "gateways", besides being farther from the highway to transit facilities.

N/S routes offer opportunities in the event of CLRT being selected to create a one way downtown loop system similar to Portland.

4. RAPID TRANSIT LINK TO STEVESTON Oct. 31, 1

The terms of reference for the Vancouver - Richmond Rapid Transit Project include the consideration of a future extension of the rapid transit line to Steveston.

To date, B.C. Transit has not undertaken any detailed studies on this issue. Their position has been that the extension options will be examined during the "final evaluation" stage, once a preferred route has been chosen. Richmond staff, on the other hand, has indicated the study of these extension options should take place now rather than later in order to better understand and evaluate the overall route options.

While it is not in the interest of Richmond to delay major transit decisions to permit the detailed study of this option, Richmond staff have given the matter some consideration and asked B.C. Transit to provide their proposed analysis as soon as possible.

Richmond staff have supported the concept of a grade orientated system extension to Steveston from the outset of the study and in the September 27, 1991 progress report put forward a recommendation that Council request B.C. Transit to prepare a report on all extension possibilities (including Steveston, southeast Richmond, the airport and East Richmond). Richmond does not have the staff resources to undertake this detailed study at this time. In the interim it is the recommendation of staff that a right-of-way on Railway be maintained to provide for a future link.

The following points should provide context for the investigation of a Steveston connection by B.C. Transit.

(i) System Characteristics

Two issues are important in describing the route options for Steveston.

1. The first one is whether the connection is a mainline extension or a branch line. Main line extensions are preferable because transfers are not necessary.
- 2. The second one is whether the connection uses main line technology or whether alternative systems are envisaged.

ii) Technology

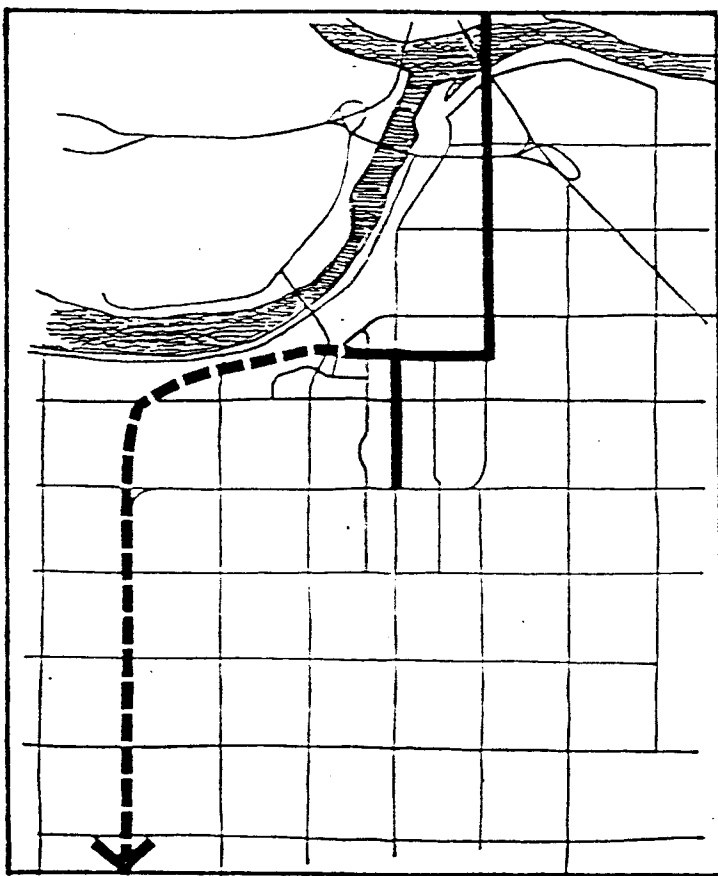
→ A link to Steveston could be accommodated quite readily through a continuation, a direct extension, of a conventional light rail transit system. It is clear that an ALRT technology would not be acceptable as a direct link to Steveston due to its detrimental impact on neighbourhoods.

While a continuation of the CLRT technology would be preferred, it would also be possible to introduce another type of transit technology, such as a heritage style streetcar on this section of the line.

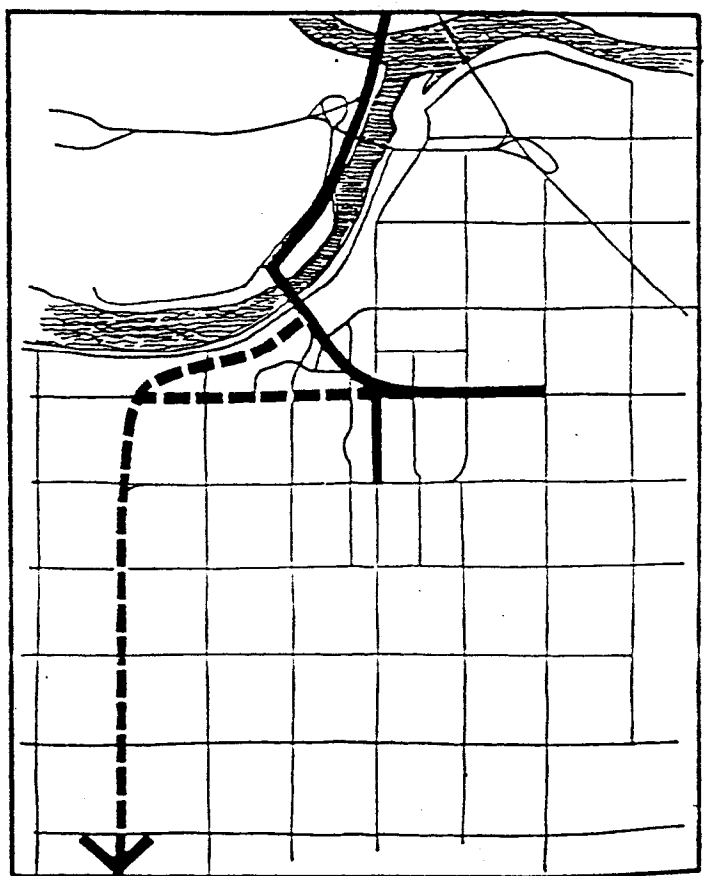
iii) Routes

Possible routes from the Town Centre to Steveston include:

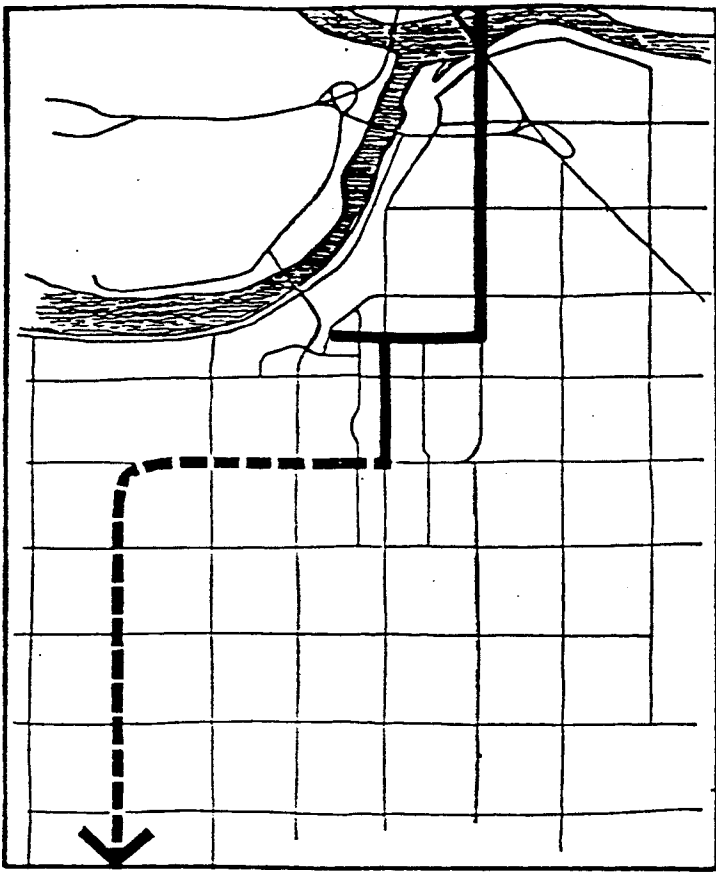
- a) An extension westward from Garden City, Lansdowne to the CPR right-of-way;
- b) A branch line westward from a Sea Island route where it meets the CPR right-of-way, or westward from Westminster Highway to the CPR right-of-way;
- c) An extension from a Garden City route westward on Granville Avenue from No. 3 Road connecting to the CPR right-of-way;
- d) An extension from a Sea Island route westward on Granville Avenue from No. 3 Road connecting to the CPR right-of-way;
- e) An extension from a Garden City route southward on No. 3 Road from Granville Avenue, running down No. 3 Road to Steveston. This route would serve not only West Richmond but South-east Richmond as well but has right-of-way constraints;
- f) An extension from a Sea Island route southward on No. 3 Road from Granville Avenue, running down No. 3 Road to Steveston. (This route would serve not only West Richmond but South-east Richmond as well but has right-of-way constraints.); and
- g) Other variations of the above routes.



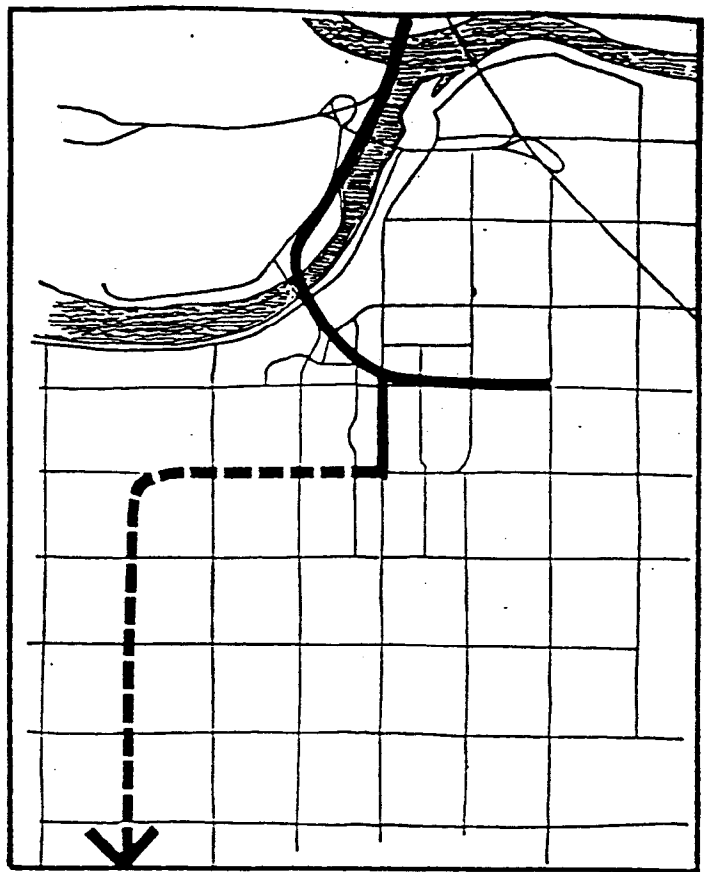
a.



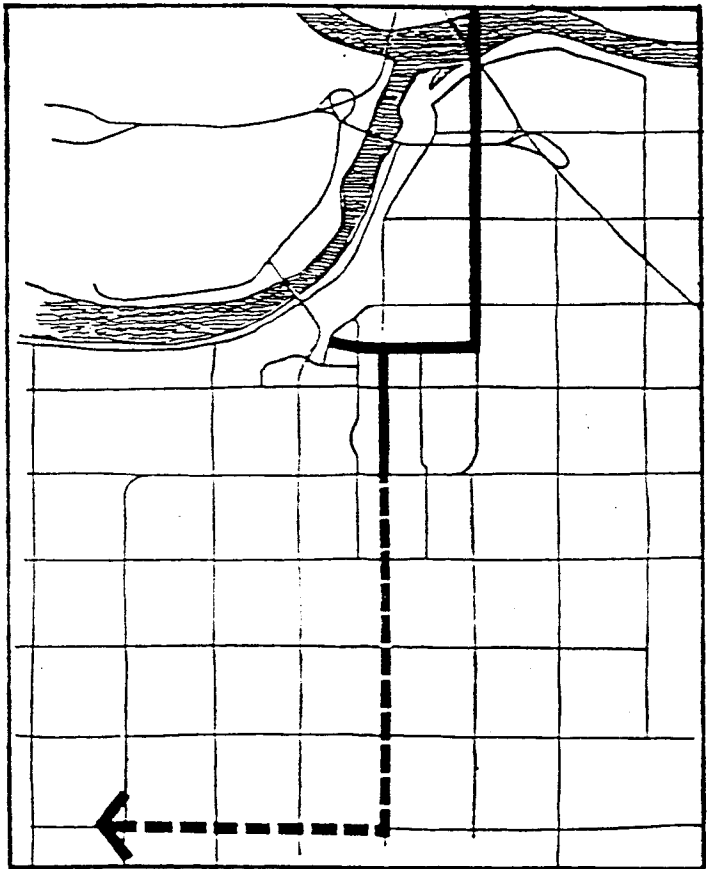
b.



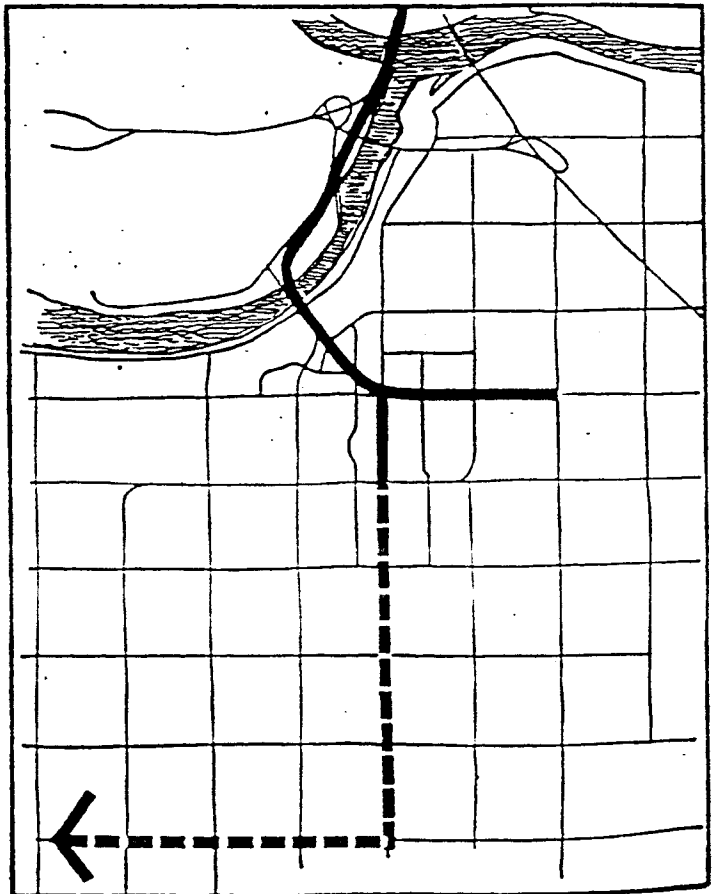
c.



d.



e.



f.

iv) Feasibility

The feasibility of extending a rapid transit line to Steveston should take into consideration a wide range of economic, environmental and social costs and benefits. When we consider that approximate 60% of the current Richmond ridership is derived from the west side, a west side extension for Steveston has considerable justification in providing even more convenient transit service. A route which follows the existing CPR right-of-way would be relatively cost effective due to:

- . The fact that the line would be built on an existing rail right-of-way if this could be acquired at a reasonable cost;
- . The limited number of at-grade signalized crossings required;
- . The potential of the rail right-of-way and adjoining municipal lands to accommodate a number of small park and ride lots as well as feeder bus connections;
- . The potential cost savings occurring from reductions in the bus system serving the area; and
- . The limited costs required for mitigating the impact on neighbouring properties given the generous width of the right-of-way and the parallel arterial roadway for much of its length.

The feasibility study will have to evaluate the pros and cons of introducing the Steveston connection at the same time the line is introduced into the Town Centre, of phasing it in over the short term (5 years) and, of phasing it in over the long term (5-20 years).

5. RAPID TRANSIT LINK TO THE AIRPORT

The terms of reference for the Vancouver - Richmond Rapid Transit Project include the consideration of a direct link to the airport.

Essentially there are three possible alternatives for linking the rapid transit system to the airport:

- i) A route which enters Richmond through Sea Island could connect to the airport via a station near Miller Road and Russ Baker Way. In its "Choices" publication of Summer, 1991, B.C. Transit indicated this connection would be made if the Arbutus corridor is chosen.

The Sea Island route provides the best connection to the airport as it could be done at the time the rapid transit system was introduced, at reasonable cost since the distance is small and the right-of-way may be available if the airport authority can be persuaded by the obvious benefits. While this option would not direct Vancouver - destined travellers through Richmond Town Centre, there would be a direct rapid transit connection.

- ii) A connection to the airport from a Garden City route could be accomplished by extending the east-west (Lansdowne) portion of the Garden City, Lansdowne, No. 3 Road route westward through the Town Centre and onto Sea Island. B.C. Transit outlined this possibility in a September 30, 1991 letter from R.N. Tribe, Vice President of Capital Projects. Mr. Tribe indicated this "future airport connection" would create "a circumstance where the airport is a terminus to the line, and Richmond Town Centre is the first stop leading from the airport to Vancouver".