

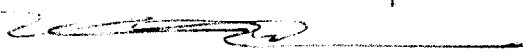


To Public Works & Transportation - Mar 22, 2006

To: Public Works and Transportation Committee **Date:** February 21, 2006
From: Victor Wei, P. Eng.
Acting Director, Transportation **File:** 10-6455-01/2006-Vol
01
Re: **PARKING IMPROVEMENT OPTIONS IN STEVESTON**

Staff Recommendation

1. That the various parking improvement options identified from the Steveston Parking Study, as described in the attached report, be considered in the development of the upcoming Steveston Village Conservation Strategy and Implementation Program.
2. That staff report back on the recommended parking-related improvement options for the Steveston Village area upon completion of the Steveston Village Conservation Strategy and Implementation Program in early 2007.


Victor Wei, P. Eng.
Acting Director, Transportation
(4131)

Att. 5

| FOR ORIGINATING DIVISION USE ONLY | | | | | | | | | |
|--|-----|-------------------------------------|----|--------------------------------|------------------------|-----|-------------------------------------|----|--------------------------|
| ROUTED TO: | | CONCURRENCE | | CONCURRENCE OF GENERAL MANAGER | | | | | |
| Community Bylaws | Y | <input checked="" type="checkbox"/> | N | <input type="checkbox"/> | <i>for Eric</i> | | | | |
| Fire Rescue | Y | <input checked="" type="checkbox"/> | N | <input type="checkbox"/> | | | | | |
| R.C.M.P. | Y | <input checked="" type="checkbox"/> | N | <input type="checkbox"/> | | | | | |
| Engineering | Y | <input checked="" type="checkbox"/> | N | <input type="checkbox"/> | | | | | |
| Budgets | Y | <input checked="" type="checkbox"/> | N | <input type="checkbox"/> | | | | | |
| Parks Design, Construction & Programs .. | Y | <input checked="" type="checkbox"/> | N | <input type="checkbox"/> | | | | | |
| Development Applications | Y | <input checked="" type="checkbox"/> | N | <input type="checkbox"/> | | | | | |
| Policy Planning | Y | <input checked="" type="checkbox"/> | N | <input type="checkbox"/> | | | | | |
| Law | Y | <input checked="" type="checkbox"/> | N | <input type="checkbox"/> | | | | | |
| REVIEWED BY TAG | YES | <input checked="" type="checkbox"/> | NO | <input type="checkbox"/> | REVIEWED BY CAO | YES | <input checked="" type="checkbox"/> | NO | <input type="checkbox"/> |

Staff Report

Origin

At the September 8, 2003 regular Council meeting, Council approved 12 recommendations proposed by the Steveston Advisory Task Force on Parking to resolve identified parking-related concerns in the Steveston Village area and directed staff to report back on the actions required to address the recommendations. This report provides an update on the status of the implementation of the Task Force recommendations, including a summary of the results and key findings of the Steveston Parking Study.

Analysis

1. Implementation of Recommendations from Steveston Advisory Task Force on Parking

The Task Force and staff jointly developed six short-term and six long-term recommendations to address parking- and traffic-related concerns in the Steveston Village area (**Attachment 1**). The status of the recommendations is summarized below.

1.1 Task Force's Short Term Recommendations

All of the short-term recommendations have been completed.

- *Implement Short-Term Parking Time Limits*: a 2-hour time limit was implemented effective December 1, 2003 for public parking spaces within the Village core. Staff have received one request from a local resident to increase the time duration to date.
- *Maximize On-Street and Off-Street Parking*: the layouts of public parking sites were reviewed and pavement markings adjusted as necessary to optimize their capacities. Staff reviewed the layouts of private parking lots and concluded that these lots are typically already optimized and there are no adjoining lots where it is technically feasible to reconfigure the lots to significantly increase the number of parking spaces. In addition, the Steveston Parking Study (see Section 2) found that private parking lots in the Village core currently are not fully utilized and there is no pressing need to optimize them.
- *Assess Feasibility of Parking in Laneways*: based on a site survey of the laneways conducted with members of Richmond Fire-Rescue and RCMP, a total of 25 laneway parking spaces can be formally established at selected locations. As approximately 50 to 60 vehicles presently use the laneways for parking and unloading and loading, implementation of the plan would result in the loss of 25 to 35 informal parking spaces. These vehicles would likely find alternative public parking either on-street or off-street. The City would also be required to address a number of building and storage encroachments into the lanes. In order to provide safe and legal parking that can be enforced, the City could consider formalizing laneway parking and amending Traffic Bylaw 5870 to permit parking in these lanes.
- *Establish Long-Term Public Parking Areas*: two long-term (all day) parking areas were established in December 2003 with the installation of signage and a public awareness campaign. The Steveston Parking Study included examination of additional potential locations for long-term parking; see Section 2 for recommendations regarding the supply of future long-term public parking.

- Consult Task Force re Sale/Lease of Land for Public Parking: to date, there has been no change in the status of City-owned lands in the Steveston Village area. As opportunities arise, staff will consult with the Task Force prior to any commitment by the City to sell or lease any City-owned lands in the Steveston Village area that could be used for public parking.
- Compile and Assess Past Parking Recommendations: **Attachment 2** contains a list of past staff and City-commissioned reports on parking issues in Steveston and identifies the status of their recommendations.

1.2 Task Force's Long-Term Recommendations

All of the long-term recommendations have been initiated and several components of them have been completed. As summarized below, active items include staff reviews of relevant City policies (e.g., filming policy, Zoning and Development Bylaw).

- Steveston Parking Study: as described in detail in Section 2, a parking consultant was engaged in July 2004 to conduct a parking study of the Steveston Village area, including the examination of the potential additional parking created by the conversion to a one-way street system and the identification of potential additional long-term public parking areas to support future parking demands. Staff also conducted a traffic study of the area that included analysis of alternative scenarios for one-way street systems. As detailed in Section 3, staff propose that public consultation on the recommendations arising from the Steveston parking and traffic studies be undertaken via a presentation of the recommendations at an open house to be held in the Steveston area in September 2006.
- Assess Feasibility of Fee Structure for Filming: a review of the City's current filming policy has been initiated to determine the feasibility of establishing a fee structure for filming activities that negatively impact public parking. A report on the results of the review is anticipated to be completed in Spring 2006.
- Provision of Public Parking at Tram Terminus: as a requirement of the development application process, the developer of the London-Princess area in the vicinity of No. 2 Road and Dyke Road agreed to construct a barn to house a tram on City-owned land, which would include approximately 20 stalls for public parking. This recommendation is no longer relevant as, based on the results of a public consultation process on tram routing options in Steveston held in September-October 2004, Council resolved in January 2005 to abandon options for a tram in Steveston.
- Review of Steveston Off-Street Parking Reserve Fund: as detailed in Section 2, three of the four components of this recommendation were incorporated into the Steveston Parking Study (i.e., review of past use of the Reserve Fund and the rate charged for "cash in lieu" of parking, and consideration of alternative funding sources). The remaining component (establishment of an incentive for developers to supply more parking than required under the City's Zoning Bylaw) can be implemented by encouraging developers to provide additional parking at locations where a parkade may be appropriate (e.g., potential sites identified by the Steveston Parking Study).

- *Change of Building Use without Providing Sufficient Parking*: as historical experience indicates that a change in use from non-restaurant to restaurant use typically creates the greatest impact on parking demand, staff examined options to address this particular issue. Section 407 of Division 400 of the City's Zoning and Development Bylaw requires that parking requirements be met where a change of use occurs (e.g., from retail to restaurant). A recent legal opinion received by the City confirms that the City has the legal authority to deny a development permit, building permit and/or business licence if the change of use contravenes the parking requirements specified by the bylaw.

However, in most cases involving smaller-size developments, the parking requirements for the conversion of retail to restaurant use have not been enforced because past legal advice was that this was not possible and as the review of each new business licence application to determine current parking requirements in multi-tenanted developments would be overly onerous for both staff and the applicants. Records of approved parking, actual numbers of parking provided on-site, and the revised parking requirements after each use change would need to be kept current for each development site. Thus, there would be potentially significant impacts to the workload and complexity of procedures for the Business Licensing Department if the parking requirements in the Zoning Bylaw were to be strictly enforced.

Notwithstanding, the unique characteristics of Steveston Village suggest that staff consider a distinct policy for that area only regarding changes of building use and associated changes in parking requirements. Staff therefore propose to report back with a recommended policy following public consultation on the issue later in June, 2006, which would be held as part of the broader consultation on the proposed parking improvement options.

- *Task Force to Continue as Advisory Body*: the Task Force remains a separate advisory body to Council plus a representative of the Task Force has been appointed to the city-wide Richmond Parking Advisory Committee.

2. Steveston Parking Study

A parking consultant was retained in July 2004 to develop a 10-year parking plan for the Steveston Village area that would include a phasing plan, financing strategy and implementation plan. The study is now complete and its Executive Summary is presented in **Attachment 3**.

2.1 Study Tasks

The study was carried out to undertake the following key tasks.

- *Parking Inventory*: verification of the current inventory of on- and off-street parking stalls in the study area.
- *Parking Utilization*: identification of on- and off-street parking space utilization for a typical weekday and Saturday in one hour intervals from 8:00 am to 6:00 pm.
- *Public Parking Needs*: assessment of existing and future parking demands and deficiencies, including the number of parking spaces needed and potential locations of additional public parking to meet identified deficiencies.

- Private Parking Needs: assessment of existing and future parking demands and deficiencies, including the number of parking spaces needed of additional private parking to meet identified deficiencies for the purpose of identifying any necessary changes to existing parking requirements.
- Funding Options: identification and evaluation of funding options for the development of additional public parking in the Steveston Village area.
- Public Consultation: consultation with the Steveston Advisory Task Force on Parking and the Richmond Parking Advisory Committee on findings.

2.2 Summary of Findings

Key study findings are summarized as follows.

- Overall Parking Supply Adequate: the number of on-street and off-street public parking spaces is sufficient to meet the existing demand, but distribution of the spaces is not optimal. The south area (between Moncton Street and Bayview Street) is at capacity, the north area (between Chatham Street and Moncton Street) is comparatively less utilized, but approaching capacity, and the west area (west of 3rd Avenue) is under-utilized. Thus, the study area overall theoretically has sufficient parking supply to meet the demand, and parking demand is concentrated near the waterfront area of the Village core.
- Time Restriction Adequate: 95% of the vehicles in the Village core were parked for less than two hours.
- Demand Driven by Tourism: growth in parking demand over the next 10 years (e.g., additional 50 spaces by 2014 based on a 1% annual growth rate, which is equal to the historic growth rate to/from the Village) is projected to be relatively low and will be driven predominantly by visitors to the area.
- Phasing of Improvements: projected parking needs of 50 spaces can be met by maintaining the existing public parking and increasing the parking supply incrementally through opportunities to expand on-street parking.
- Parking Fund Inadequate: since the monies of the Steveston Off-Street Parking Reserve Fund are collected from small developments, the revenues accumulate slowly and parking supply thus lags behind parking demand.

3. Proposed Parking Improvements

Both short-term and long-term potential strategies to address future parking needs in the Steveston Village area are summarized and discussed below, including the options identified by the Steveston Parking Study.

| Component of Possible Strategies | Parking Improvements |
|---|---|
| Parking Supply Management | <p><u>Short-Term</u></p> <ul style="list-style-type: none"> • Improvement 1: Status quo • Improvement 2(a): Increase on-street parking supply by up to 123 stalls via expansion of one-way street system (see Attachment 4) • Improvement 2(b): Increase on-street parking supply by up to 32 stalls on Bayview Street only, with no expansion of one-way street system (see Attachment 5) • Improvement 3: Designate curb space for centralized commercial loading zone / tour bus staging area on Third Avenue in the Village core <p><u>Long-Term</u></p> <ul style="list-style-type: none"> • Improvement 4: Increase off-street parking supply via City acquisition and development of potential parking lot sites |
| Bylaw Changes to Fund Additional Parking Supply | <ul style="list-style-type: none"> • Improvement 5: establish a Steveston Business Improvement Area to fund possible future parkade • Improvement 6: introduce pay parking for on-street public parking |

3.1 Parking Supply Management

Improvement 1: Status Quo (Short-Term)

Given a 1% annual traffic growth rate, which is equal to the historic growth rate to/from the Village, an additional 50 parking spaces will be needed in the South and North areas only by 2014. During this time, approximately 30-35 additional on-street parking spaces are expected to be gained on Bayview Street east of No. 1 Road when the Imperial Landing site is built out, which would offset the loss of informal parking in the lanes. In addition, the City has secured the provision of additional off-street public parking (comprising 0.5-acre in total) from the developer of the Imperial Landing site, with this parking to be provided within the waterfront area east of No. 1 Road and bounded by Bayview Street. Approximately half of this parking has been provided adjacent to the Phoenix Net Loft and staff are negotiating with Onni to provide the balance in the MMU area.

Moreover, per the Steveston Parking Study, existing public parking in the West Area (which includes the Steveston Harbour Authority public parking lot on Chatham Street) is underutilized and has sufficient capacity to accommodate the forecast additional required parking spaces. The potential future development of this property could result in up to 140 parking stalls being lost from the existing parking supply, but there is still sufficient total capacity in the West area to accommodate demand in the area as well as almost one-half of the additional 50 parking spaces required in the North and South areas by 2014. Future negotiation may be required with the Steveston Harbour Authority to retain some public parking on the site as proposed in Option 3. However, limiting the provision of additional parking spaces would serve as a transportation demand management measure that would encourage greater use of sustainable transportation modes (public transit, cycling, walking) and mitigate traffic growth and congestion.

Improvement 2(a): Increase On-Street Parking with Expanded One-Way Street System in Steveston Village Core (Short-Term)

Per the Steveston Parking Study recommendations, short-term plans would involve the conversion of some two-way streets to one-way streets to provide additional angle parking and ensuring that any new developments maximize public parking. From a traffic safety and operations perspective, expanding the current one-way street system within the Village core would have the following benefits:

- reduce the number of traffic turning conflict points;
- enable the creation of additional on-street angle parking; and
- greater operational efficiency at the potential signalized intersection at No. 1 Road and Moncton Street.

Conversely, this traffic pattern change would also result in the following disbenefits:

- initial confusion for local businesses, residents and visitors;
- impact on businesses located on the streets to be converted to one-way from two-way as their exposure and access would be reduced;
- increase in local circulation in the Village and potential impact on commercial delivery routes; and
- contrary to recent global trends to convert one-way streets back to two-way streets (e.g., current experience in downtown Vancouver).

The Steveston Parking Study identified a maximum of an additional 123 on-street angle parking spaces if all potential streets within the Village core were converted to one-way streets (see **Attachment 4**). However, an extensive conversion to a one-way street system to maximize on-street parking is not merited due to offsetting considerations of maintaining circulation and access, including the impacts on response time for emergency services such as Fire-Rescue.

Based on staff's technical analysis, a feasible scenario is the conversion of Bayview Street (No. 1 Road to 3rd Avenue) to one-way westbound and 3rd Avenue (Bayview Street to Moncton Street) to one-way northbound (see **Attachment 4**). This scenario would gain 10 parallel spaces (both sides of the street) or 37 angle spaces (one side of the street). Any future recommendations regarding portions of roadways to be designated as one-way would require consultation with emergency services as well as consideration of public feedback.

Improvement 2(b): Increase On-Street Parking with Widening of Bayview Street (Short-Term)

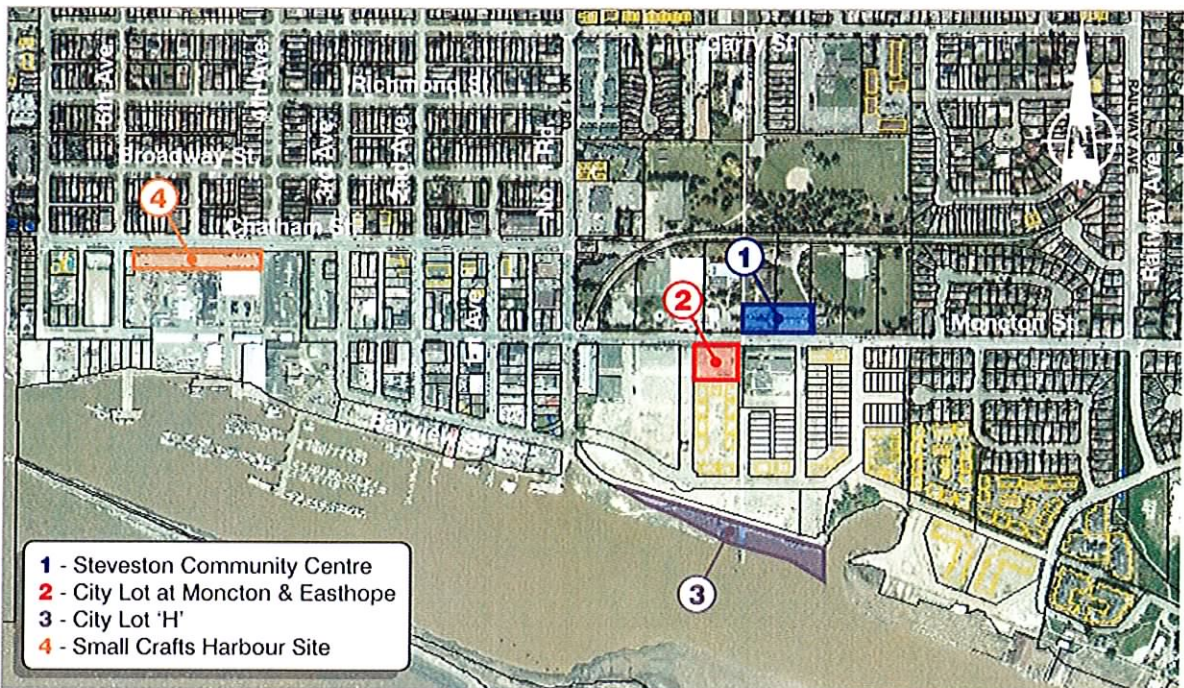
As shown in **Attachment 5**, staff estimate that a net increase of 32 on-street angle parking stalls could be created at selected locations on the north side of Bayview Street (west of No. 1 Road) without expanding the existing one-way street system (i.e., road operations remain status quo). This increase in parking would meet estimated parking demands for the North and South areas until approximately 2012, based on the historic annual traffic growth rate of 1%. As noted for Improvement 1, public parking in the West area is underutilized.

Improvement 3: Designate Curb Space for a Centralized Commercial Loading Zone / Tour Bus Staging Area in Steveston Village Core (Short-Term)

As Steveston is a popular local and regional destination, some Steveston businesses have identified a need to designate curb space for a centralized tour bus staging area, which could also be used as a commercial loading zone for the Steveston Village core. A potential location is the west side of 3rd Avenue between Moncton Street and Bayview Street. Designation of such an area would result in the loss of four on-street parking spaces.

Improvement 4: Increase Off-Street Parking (Long-Term)

The additional potential off-street parking sites identified by the Steveston Parking Study, described in the table and diagram below, are within walking distance of the Village core. Over the long-term, staff propose to monitor the use of these potential sites for parking facilities and explore development opportunities as they arise. For example, there may be an opportunity to secure long-term leases with the Steveston Harbour Authority (SHA) and the Gulf of Georgia Cannery through discussions with the City to use some of their sites on Chatham Street for public parking. Should these discussions be successful, the provision of pedestrian amenities to better link the parking sites with the Village core (e.g., improved lighting, decorative walkways) may be desirable in establishing an enhanced and visually pleasant pedestrian connection.



| Potential Site | Estimated Capacity | Ownership | Availability* |
|--|----------------------------|--------------------|---------------|
| Steveston Community Centre | none, unless parkade built | City | Poor |
| Moncton St at Easthope Rd | 147 spaces | City | Very Good |
| Lot H | Unknown | City | Fair to Good |
| Small Crafts Harbour site (gravel lot on Chatham St) | 260 spaces | Federal Government | Fair to Good |

* - Sites immediately available are considered to be Very Good. Sites not available in the short- to medium-term or whose availability is beyond the control of the City are considered to be Fair to Good or Poor.

3.2 Costs of Additional Parking Supply and Related Improvements

The following potential parking-related improvements for the Steveston area discussed in this report or in the Steveston Parking Study will require funding:

- formalization of parking in laneways (\$25,000-\$30,000);
- expansion of one-way street system and creation of additional on-street parking on selected streets (\$15,000-\$20,000);
- creation of angle parking on Bayview Street with no expansion of one-way street system (\$250,000);
- designation of a centralized loading zone / tour bus staging area (\$300);
- long-term lease arrangements with the Steveston Harbour Authority and/or the Gulf of Georgia Cannery for the use of their sites as public parking (subject to negotiations);
- pedestrian and streetscape enhancements (e.g., decorative paving for walkways, improved lighting, street trees and banners) to better connect off-street public parking sites (e.g., gravel lot on Chatham Street) with the Village core (\$250,000-\$350,000); and
- construction of a 100-150 stall parkade in the long-term (\$4 million).

It should be noted that the above estimated costs of improvements are very preliminary and presented here only to indicate their order of magnitude. More in-depth assessment of these improvements, if supported in the final recommendation, is required in order to identify their implementation costs more accurately.

The Steveston Parking Study recommends the retention of the Steveston Off-Street Parking Reserve Fund and that a specific City department administer the Reserve, and that the parking space rate charged for “cash in lieu” of providing an on-site parking space be reviewed. Staff recommend that the Reserve Fund be retained, with the Finance Department remaining as its administrator and the Transportation Department overseeing its expenditures, similar to the existing procedures for capital road projects. The current parking space rate charged is \$10,500, which has remained unchanged since 1989. Research indicates that the current average unit cost for a parking space is approximately \$35,000 for a parking structure. Therefore, if a parkade were to be constructed in the Steveston Village area, a new business plan for the Reserve would need to be developed that identifies the appropriate parking space rate as well as capital and operating revenues and expenses. Note that although the rate can be increased, the total funding to be accumulated over the foreseeable future from Steveston area developments is anticipated to be relatively low due to the limited amount of developments expected.

There are two additional potential options to generate funding for parking improvements in the Steveston area.

Improvement 5: Establish Steveston Business Improvement Area

Establish a Steveston Business Improvement Area (BIA) wherein a special charge is levied on businesses within a designated area to improve the district, including improvements to on- and off-street public parking. A BIA creates certainty of funding and is the only viable means to support the construction of a major parking facility such as a parkade.

Improvement 6: Implement Pay Parking in Steveston Area

Establish a pay parking program for both on-street and off-street public parking spaces in the vicinity of Steveston Village. A detailed analysis of potential pay parking revenues for the Steveston area that considers both parking demand and supply has not been conducted but would be undertaken should there be public support for implementing pay parking in the Steveston area. Staff would also investigate the potential to allocate net revenues generated in the Steveston area for parking improvements within the same area.

Depending on the extent of parking improvements to be implemented, a combination of the above funding sources may be required. The table below identifies the identified parking improvements and their potential funding sources.

| No. | Parking Supply Improvement | Est # of Spaces | Estimated Cost | Potential Funding Source |
|-------------------|--|-----------------|-------------------------|---|
| 1 (Status Quo) | Formalize Parking in Laneways | (25-35) | \$25,000-\$30,000 | <ul style="list-style-type: none"> Steveston Off-Street Parking Reserve Fund Pay Parking Revenues |
| | On-Street Parking (Bayview St east of No. 1 Rd) | 30-35 | - | N/A |
| | Off-Street Parking (Imperial Landing) | 50-60 | - | N/A |
| 2 (a) | Creation of Additional Parking with Expansion of One-Way Street System | up to 123 | \$15,000-\$20,000 | <ul style="list-style-type: none"> Steveston Off-Street Parking Reserve Fund Pay Parking Revenues |
| 2 (b) | Creation of Angle Parking with Widening of Bayview Street north side | 32 | \$250,000 | <ul style="list-style-type: none"> Steveston Off-Street Parking Reserve Fund Pay Parking Revenues |
| 3 | Designate Curb Space for Centralized Commercial Loading Zone/Tour Bus Staging Area | (4) | \$300 | <ul style="list-style-type: none"> Steveston Off-Street Parking Reserve Fund Pay Parking Revenues |
| 4 | Negotiate Long-Term Lease(s) for Off-Street Parking Sites | 50-260 | subject to negotiations | <ul style="list-style-type: none"> Steveston Off-Street Parking Reserve Fund Pay Parking Revenues |
| 4 | Pedestrian and Streetscape Enhancements | - | \$250,000-\$350,000 | <ul style="list-style-type: none"> Steveston Off-Street Parking Reserve Fund Pay Parking Revenues |
| 4 | Construction of Parkade | 100-150 | \$4 million | <ul style="list-style-type: none"> Steveston Business Improvement Area Pay Parking Revenues |

4. Consultation on Proposed Options with Stakeholders

Staff have reviewed this report and the proposed parking improvements with the Richmond Parking Advisory Committee and members support the presentation of these options for future broader public consultation. The Committee offered constructive suggestions with respect to how the material could be presented to the public and staff would continue to work with the Committee on the future open house presentation material and logistics.

5. Proposed Steveston Village Conservation Program

Pending successful grant applications, the City plans to undertake the *Steveston Village Conservation Program*, which includes a Heritage Urban Design Study and Implementation/Incentives Program. The purpose of the Study is to better define what is valued in Steveston Village and the elements (e.g., streetscape, building architecture and design, landscapes) that are to be preserved and incorporated in Village re-development. The Richmond Heritage Commission has already undertaken background research (Phase 1, completed in March 2005), which included a workshop to identify core values, valued elements and a preliminary vision. The next components, Phase 2, would comprise:

- Phase 2A Conservation Strategy – to be completed by August/06: to clarify Steveston Village's core heritage/non-heritage values and character defining elements; establish vision, goals, policies and conservation techniques; and consult the community through open houses/design charrette to formulate a Conservation Strategy; and
- Phase 2B Implementation Strategy – to be completed by December/06: to evaluate and establish an appropriate set of governance tools and supporting incentives (e.g., policy, financial, regulatory, partnership) to implement the Conservation Strategy developed in Phase 2A.

Phase 2A is anticipated to begin in April 2006, following finalization of the Work Program and the retention of a consultant for both Phases. Phase 2B would follow upon completion of Phase 2A (anticipated in August 2006) and be completed by December 2006.

The Conservation and Implementation Strategies would include consideration of on-street parking and pedestrian amenities. Therefore, staff propose that the parking improvement options identified in this report be considered in the development of the *Steveston Village Conservation Program* and the combined options arising from that work as well as this report be presented to the public for feedback either as part of the open houses planned in Phase 2A or as a separate public consultation process for the parking options in June 2006.

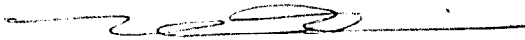
Upon compilation of the public feedback on the proposed parking options, in Fall of 2006, staff will bring forward a set of parking recommendations on issues not affected by the *Steveston Village Conservation Program*, such as those related to the Business Improvement Area, pay parking, and off-street parkade, for Council's consideration of implementing these initiatives independently.

Financial Impact

None at this time.

Conclusion

All of the 12 recommendations arising from the Steveston Advisory Task Force on Parking have been initiated and the majority of them completed, including all short-term recommendations. The remaining recommendations are being addressed through on-going City practices (e.g., review of development applications) and the proposed public consultation process. The Steveston Parking Study has been completed and has generated several major parking- and traffic-related strategies for the Steveston area. Staff propose that these strategies be considered in the upcoming *Steveston Village Conservation Program* and the combined options arising from that work as well as this report be presented to the public at a future open house planned in June, 2006.



for Joan Caravan
Transportation Planner
(4035)

Steveston Advisory Task Force on Parking – Final Recommendations (Approved by Council on September 8, 2003)

| Recommendation |
|--|
| <p>1 That City-operated public parking spaces (both on- and off-street) at selected locations in the Steveston Village area be managed through the use of time restrictions (maximum duration of stay to be reviewed) for short-term stay users.</p> |
| <p>2 a) To ensure that parking layouts are optimized to maximize the number of parking spaces provided: i) that the City and the Task Force review the City's existing on-street parking spaces; ii) should the Task Force continue, that the City and the Task Force review the City's off-street parking spaces; and b) That the City work with business owners and operators in the Steveston Village area to identify options to maximize the efficiency of their parking lots and possible partnerships to allow public parking on private properties (i.e., shared use) during peak times.</p> |
| <p>3 That City staff, including the Fire-Rescue Department and Richmond RCMP, assess the feasibility of introducing legal parking spaces at selected locations within the laneways in the Steveston Village area that would not impede the movement or responsiveness of emergency vehicles.</p> |
| <p>4 That designated public parking areas for long-term stay (i.e., over 2 hours) be established to accommodate employees and visitors in the Steveston Village area including tour buses and that businesses and employers be encouraged to advise their respective workers and customers of these long-term parking spaces.</p> |
| <p>5 That the Task Force be consulted prior to any commitment by the City to lease or sell City-owned lands in the Steveston Village area that may be used for public parking, should the duration of the Task Force be extended to continue to function as an advisory body to Council beyond its current mandate.</p> |
| <p>6 a) That past and current Steveston parking-related strategies and recommendations be compiled for future reference; and b) That a comprehensive review be undertaken outlining past and current parking-related recommendations including an analysis of: i) when the recommendation was tabled; ii) when the recommendation was acted on; iii) the cost of completing the recommendation; and iv) how the recommendation was funded.</p> |
| <p>7 a) That a consultant be retained to carry out a comprehensive traffic and parking demand review for Steveston Village taking into consideration seasonal recreational visitors at peak times and with the objectives of: i) evaluating one-way and two-way street options and their implications on the possible signalization of the intersection of No. 1 Road and Moncton Street; ii) examining reconstruction of Bayview Street to provide angle parking on the north side; and iii) identifying the number of spaces and preferred location(s) for additional public parking required to meet any current deficiencies as well as future demand; while enhancing the character of Steveston. b) That the findings of the above parking demand review be used as a guide to pursue purchase and/or public-private partnership of private properties to provide any required additional public parking in Steveston; and c) That the Task Force be consulted on the findings of the above review prior to any commitment by the City to implement traffic flow changes and to pursue purchase and/or public-private partnership of private properties in the Steveston area, should the duration of the Task Force be extended to continue to function as an advisory body to Council beyond its current mandate.</p> |
| <p>8 That the feasibility of establishing a fee structure for filming activities occurring in areas where public parking is negatively affected in Steveston be explored as part of the upcoming development of a City filming policy.</p> |
| <p>9 That the City examine options to provide a remote public parking facility in the vicinity of the future possible Steveston tram station(s) at the eastern terminus of the line.</p> |
| <p>10 a) That the City review the intent and past utilization of the Steveston Off-Street Parking Reserve Fund within the context of the original intent of the Fund to ensure that the funds were and are being expended appropriately, effectively and solely for the purpose of expanding public parking spaces in Steveston; b) That the parking space rate charged for "cash in lieu" for the Steveston Off-Street Parking Reserve Fund be reviewed periodically to ensure that it is effective in realizing the intent of the fund; c) That the City consider using alternative funding sources, including capital funding and general revenues, in addition to the Steveston Off-Street Parking Reserve Fund to assist in implementing timely parking improvements in Steveston in light of the relatively depleted level of the Steveston Off-Street Parking Reserve Fund; and d) That the feasibility of establishing a form of parking incentive allowance for developers be examined to encourage new developments to provide additional public parking only at locations identified in the traffic and parking review.</p> |
| <p>11 That staff, in consultation with the business community, review current City Bylaws and practices related to building permits and licences, to identify the appropriate changes necessary to prohibit applicants in Steveston from changing building uses without providing sufficient parking on-site or converting required parking spaces to other uses such as storage or temporary use.</p> |
| <p>12 That the Steveston Advisory Task Force on Parking continue to function as an on-going advisory body to Council on parking-related matters in Steveston.</p> |

Past Reports on Parking in Steveston
 Recommendation #6 of the Steveston Advisory Task Force on Parking Recommendations
 (Approved by Council on September 8, 2003)

| Report | Date | Results / Recommendations | Status of Recommendations |
|--|---------------|---|--|
| Steveston Parking and Traffic Management Study (Delcan Report) | February 1988 | <ul style="list-style-type: none"> • additional 400 parking spaces needed On-Street Parking (would create 154 spaces) • formalize on-street parallel parking with pavement markings • create 90° parking on 1st Ave and 2nd Ave between Moncton St and Bayview St with 2-way traffic • create angle parking on 2nd Ave between Chatham St and Moncton St with 1-way traffic southbound • create 90° parking on south side of Moncton St west of 3rd Ave and eliminate parallel parking on north side of Moncton St • pave all lanes between Bayview St and Chatham St and provide parallel parking with 1-way traffic • provide parallel parking on east side of No. 1 Rd between Moncton St and Bayview St • widen Bayview St on north side between 3rd Ave and No. 1 Rd and provide parallel parking Private Off-Street Parking (could create ±100 spaces) • each property owner reviews own parking layout • remove barriers/fences between private parking lots Public Off-Street Parking • acquire CP Rail land on east side of No. 1 Rd for new parking facility • negotiate use of Gulf of Georgia Cannery land on south side of Chatham St between 4th Ave and the lane on the west side of the Steveston Hotel • assign lot on south side of Chatham St between 4th Ave and 6th Ave as long-term parking for fishing industry | <ul style="list-style-type: none"> • implemented with signage • implemented as angle parking • implemented between Chatham St and Bayview St • not implemented • implemented with 2-way traffic • implemented • implemented parallel parking on south side with no widening • investigated • investigated • site incorporated into private development • Gulf of Georgia Cannery parking lot is available for public parking • lot is available for general public parking |

Past Reports on Parking in Steveston
 Recommendation #6 of the Steveston Advisory Task Force on Parking Recommendations
 (Approved by Council on September 8, 2003)

| Report | Date | Results / Recommendations | Status of Recommendations |
|--|--------------|---|---|
| | | <p>Parking Management</p> <ul style="list-style-type: none"> • on-street parking should be for visitors and have time restrictions • employees should park in private lots • cease allowance of variances in the parking requirements of new developments • new developments not meeting the parking requirements must contribute \$7,000 (1988\$) per space towards a parking fund | <ul style="list-style-type: none"> • implemented (2-hour time restriction) • implemented • can occur on individual project basis • Steveston Off-Street Parking Reserve Fund established in 1988 with initial rate of \$7,500 per parking space, which increased to \$10,500 per parking space in 1989 • no recommendations identified |
| Review of Parking Issues in Steveston (Staff Report) | October 2000 | <ul style="list-style-type: none"> • no recommendations given • reviewed parking arrangements for private developments in Village core • provided status of Steveston Off-Street Parking Reserve Fund, including revenues and expenses | <ul style="list-style-type: none"> • no recommendations identified |
| Steveston Area Parking and Traffic Issues (Staff Report) | October 2000 | <ul style="list-style-type: none"> • introduce additional signage directing visitors to the various public parking lots in the Steveston area • work with Tourism Richmond and businesses in the area to identify the feasibility of including parking information in any promotional material on Steveston Village • revise the on-street parking layout on 2nd Ave and fill-in currently closed driveways on Bayview Street and 2nd Ave to provide additional on-street parking spaces | <ul style="list-style-type: none"> • implemented southbound on No. 1 Rd and westbound on Moncton St • implemented • implemented; seven additional on-street parking spaces were made available |

**Past Reports on Parking in Steveston
 Recommendation #6 of the Steveston Advisory Task Force on Parking Recommendations
 (Approved by Council on September 8, 2003)**

| Report | Date | Results / Recommendations | Status of Recommendations |
|---|-------------------|---|---|
| <p>Parking Issues in the Steveston Town Centre (Staff Report)</p> | <p>April 2001</p> | <ul style="list-style-type: none"> • That the question of initiating a process to file notices on the title of properties in the Steveston Town Centre which encroach into lanes, be referred to the Manager, Building Approvals for further review • That the Community Bylaws Department enforce the removal of any material stored in a lane to ensure public safety and fire access within the Steveston town centre • That the Transportation and Community Bylaws Departments take steps to form a citizens' advisory committee to examine parking issues in the Steveston Town Centre area, which would make and submit recommendations to the Planning Committee, with a progress report being made to the Committee in one month's time | <ul style="list-style-type: none"> • referred; under review • implemented • implemented; the formation of the Steveston Advisory Task Force on Parking was approved in July 2001 |

EXECUTIVE SUMMARY

Study Purpose and Process

The purpose of this study is to bring forward for the City's consideration, a ten year (year 2014) parking plan for the Steveston Village area, which would include a phasing plan, a financing strategy and an implementation plan. Specific terms of reference for the study were outlined in the City Request for Proposal. The study area is generally bounded by Chatham Street on the north, No.1 Road on the east, Bayview Street on the south and 7th Avenue on the west. The study process consisted of five work phases:

- Phase 1 - Data collection and analysis
- Phase 2 - Analysis of future parking needs
- Phase 3 - Analysis of parking supply options
- Phase 4 - Preparation of parking plan and report
- Phase 5 - Public consultation

Parking Inventory, Utilization and Duration

For the purpose of determining the existing parking inventory, parking utilization and parking duration, the study area was divided into several sub-areas for survey purposes. FIGURE 2.1 in Section 2.0 of the main report shows the location and boundaries of these sub-areas.

The survey found that there were 1,375 parking spaces in the study area. This total compares favourably with the findings of the City's 2003 survey. Overall, the consultant found that there are 30 fewer spaces than there were at the time of the City's survey, due to the RiverSong development in Zone S1, which replaced a parking lot.

Overall, the number of on- and off-street parking spaces was found to be sufficient to meet present parking demand during the observation period in July, 2004.

However, the distribution of these parking spaces is not optimal, because parking lots in the South Area (between Moncton and Bayview Streets) are operating at capacity, while parking lots in the North Area (between Moncton and Chatham Streets) are approaching capacity, but lots in the West Area (west of 3rd Avenue) were comparatively less utilized.

The parking spaces south of Moncton Street were fully utilized to capacity (average peak utilization was 99 percent) during the survey. In the area between Moncton Street and Chatham Street, the average peak utilization was 84 percent. In the area west of 4th Avenue, the average peak utilization was 42 percent. The peak average utilization for off-street private parking lots was below 70 percent. Parking in the area between Chatham Street and Bayview Street during peak summer periods is considered to be at capacity.

In the Village core area between Chatham Street and Bayview Street, up to 80 percent of the vehicles parked for less than one hour, with another 15 percent of vehicles parked between one and two hours. Thus, up to 95 percent of visitors parked for two hours or less. Vehicles parked longer in off-street private parking lots, which may be a result of employee parking.

Parking Demand Forecast

Parking demand over the next 10 years (to the year 2014) is projected to be relatively low and will be predominantly driven by tourist visitations. The historical growth trend of traffic going to and from the Village is 1.0 percent. The growth data of the number of tourists and other visitors to Steveston Village is unavailable.

The forecasting for the incremental parking demands was based on the annual growth rates of 1 percent, 2 percent and 3 percent. Using these annual growth rates, additional parking demand by the year 2014 could be 50, 100 and 140 parking spaces respectively. However, it would be advantageous for visitors to the Steveston Village area if the supply of parking options can be increased. The wide range of demand could be accommodated by an incremental but flexible approach to optimize supply strategies.

Parking Supply Options

The study examined four options for increased parking to serve the study area:

1. Implement a one-way street system with angle parking;
2. Acquire and/or develop extra parking lots for public parking;
3. Amend the Zoning Bylaw parking requirements; and
4. Build one or more parkades.

One-way Street System

The conversion of the remaining two-way street system to a one-way street system could provide an addition of 123 on-street parking spaces. The one-way street system in the Village would be sufficient to meet the year 2014 parking requirements of an annual growth rate of 3 percent.

Additional Off-Street Public Parking Lots

City staff has identified four sites as potential extra parking lots to service the Steveston Village area. Except for the Small Crafts Harbour site on Chatham Street, all the potential extra parking lots are located outside the study area east of No.1 Road. The probability of appropriate properties within the study area to come on to the market to be purchased for off-street parking is low.

The four potential extra parking lots are:

- Steveston Community Centre parking lot;
- City owned lot at the 4320 Moncton St. (southeast corner of Moncton Street and Easthope Avenue);
- City owned Lot H east of No.1 Road, between the public walkway/dyke and the Fraser River; and
- Small Crafts Harbour site on the south side of Chatham Street, between 4th and 6th Avenues.

Zoning Bylaw Requirements

Parking requirements specified in the City's Zoning Bylaw should be considered as parking supply and not necessarily indicative of the parking demand for the stated land uses. In the study area, both on-street parking and off-street public parking are required to meet tourists' parking demands. Hence, it is presumed that the Zoning Bylaw parking requirements do not provide adequate parking for tourists during the peak summer season. The parking study concluded that it is unnecessary or impractical to increase the Zoning Bylaw requirement because:

- The parking survey results indicate that some private off-street parking lots are under-utilized. Thus, even if Bylaw requirements exclude consideration for tourist parking, existing parking requirements in some cases may still be adequate.
- There is low potential for new parking lots within the downtown area, where the C4 and C5 zones are located. Even if new parking lots were created under the Steveston Official Community Plan Development Permit Guidelines, the number of spaces created would only represent a marginal increase to the total inventory of spaces. This is because of the limitations on the location and design of any new parking lot.
- The only apparent benefit of increasing the parking requirements would come in the form of cash-in-lieu payments from developers unable to meet the increased parking requirements on-site.

Building Parkades

One of the supply concepts is to sell City owned lots to finance the construction parking structures. Selling two parking lots (at 12240 First Avenue and 12200 Second Avenue) would generate \$1.48 million (2004 assessment). The construction of a 150 space parking facility would cost \$2.25 million (excluding land costs).

Steveston Off-Street Parking Reserve Fund

The City currently has in force a parking reserve fund for the Steveston Village under Bylaw #5042, 1988. The Bylaw allows the City to collect “cash-in-lieu” payments from property developers to provide off-site parking when they cannot meet Bylaw parking requirements because of their property size or configuration. The payment was \$7,500 per parking space when the bylaw was first enacted, and then raised to \$10,500 in 1989.

Since Parking Fund revenues are collected from small developments, it accumulates slowly. The amount of monies needed from the parking fund to facilitate the purchase of properties and construction of parking spaces usually lags behind parking demand. Hence, the fund could not be used to increase parking until a sizable sum is accumulated.

In addition to the parking fund, new funding sources are needed in order that the objective of providing adequate parking spaces in a timely manner can be achieved. One initiative the City could consider is the provision of seed money to finance the cost of land acquisition and construction. Accumulated revenues flowing from the Parking Fund over time can be used to repay the City's investment with interest.

There is a need to continuously monitoring the Parking Reserve Fund, including the updating of the amount from time to time to reflect property and construction costs. These functions should assign to the City's transportation department who will be responsible for regularly monitoring, reviewing, administering the Parking Reserve Fund, and planning for the supply of parking in the Village.

Recommendations

The findings of this study concluded that the Village, as a whole, currently provides sufficient parking. The previous sections describe various supply strategies. This section recommends an action plan that recommends actions for the City may consider. The action plan consists of two parts:

Part 1 – Bylaw and Management Update

Part 2 – Parking Supply Management

- Option 1 – No Increase in parking supply
- Option 2 - Increase On-Street Parking Supply
- Option 3 – Increase Off-Street Parking Supply
- Option 4 – Phasing Options 2 and 3.

A. Part 1 – Bylaw and Management Update

This component of the implementation plan requires the City to consider the updating of the Steveston Off-Street Parking Reserve Fund bylaw and appointing the Transportation Department to be the administrator of the bylaw. This component is recommended to be implemented regardless which options the City may consider under Part 2.

Associated policy considerations under this option include revising the Steveston Off-Street Parking Reserve Fund to increase the “cash-in-lieu” payment to reflect current land and construction costs, as well as administration and maintenance costs. The City should also consider assigning the administration of the bylaw, parking monitoring, management and supply to the Transportation Department.

The City should direct the Transportation Department to draft an update to the Steveston Off-Street Parking Reserve Fund Bylaw and a recommendation of introducing on-street pay parking in the Village.

B. Part 2 – Parking Supply Management

This part consists of four options. These options could be considered as phases because they consist of short and long term strategies. The implementation of any of these four options should be in conjunction with Part 1.

Option 1 – No Increase In Parking Supply

This option does not include any increase in parking supply within and outside the Village. This option could be considered given that the forecast parking demand is low. Some of the major decision considerations are:

- The City would require to continually monitor parking demands;
- The present parking congestion in the area between Moncton and Bayview Streets would continue;
- Would not enable the City to satisfy the ten year forecast parking demand;
- May affect the business potential of some retail stores if visitors perceive that there is a serious shortage of parking in the Village core area. Restaurants may not be impacted as much, especially those that rely on evening diners (many retail business will have closed by 6 pm);
- May limit re-development in the sense that the Industrial zoned sites east of 3rd Avenue could not be developed for commercial uses at a Floor Area Ratio (FAR) of 1.0, unless the resulting parking requirement could be accommodated somewhere else in the Steveston core area; and
- Would not result in any direct costs to City (e.g., implementing one-way street system, construction of parkade).

Option 2 – Increase On-Street Parking Supply

The City would consider the implementation of a one-way street system thereby increasing on-street parking supply. Associated policy considerations under this option include:

- This option could be considered as a short term solution;

- This option may affect the business potential of some retail stores if visitors perceive that there is a serious shortage of parking in the Village core area. Restaurants may not be impacted as much, especially those that rely on evening diners (many retail business will have closed by 6 pm);
- This option may limit re-development in the Village in that the Industrial zoned sites east of 3rd Avenue could not be developed for commercial uses at a Floor Area Ratio (FAR) of 1.0, unless the resulting parking requirement could be accommodated somewhere else in the Steveston core area;
- This option would enable the City to relieve present parking congestion in the area between Moncton and Bayview Streets and satisfy most of the ten-year forecast parking demand; and
- The City is required to consult with stakeholders before implementing a one-way street system.

Option 3 – Increase Off-Street Parking Supply

Under this option, the City would focus on acquiring and developing one or more of the four potential extra parking lot sites described in Section 4.2 of this report. Associated policy considerations under this option include:

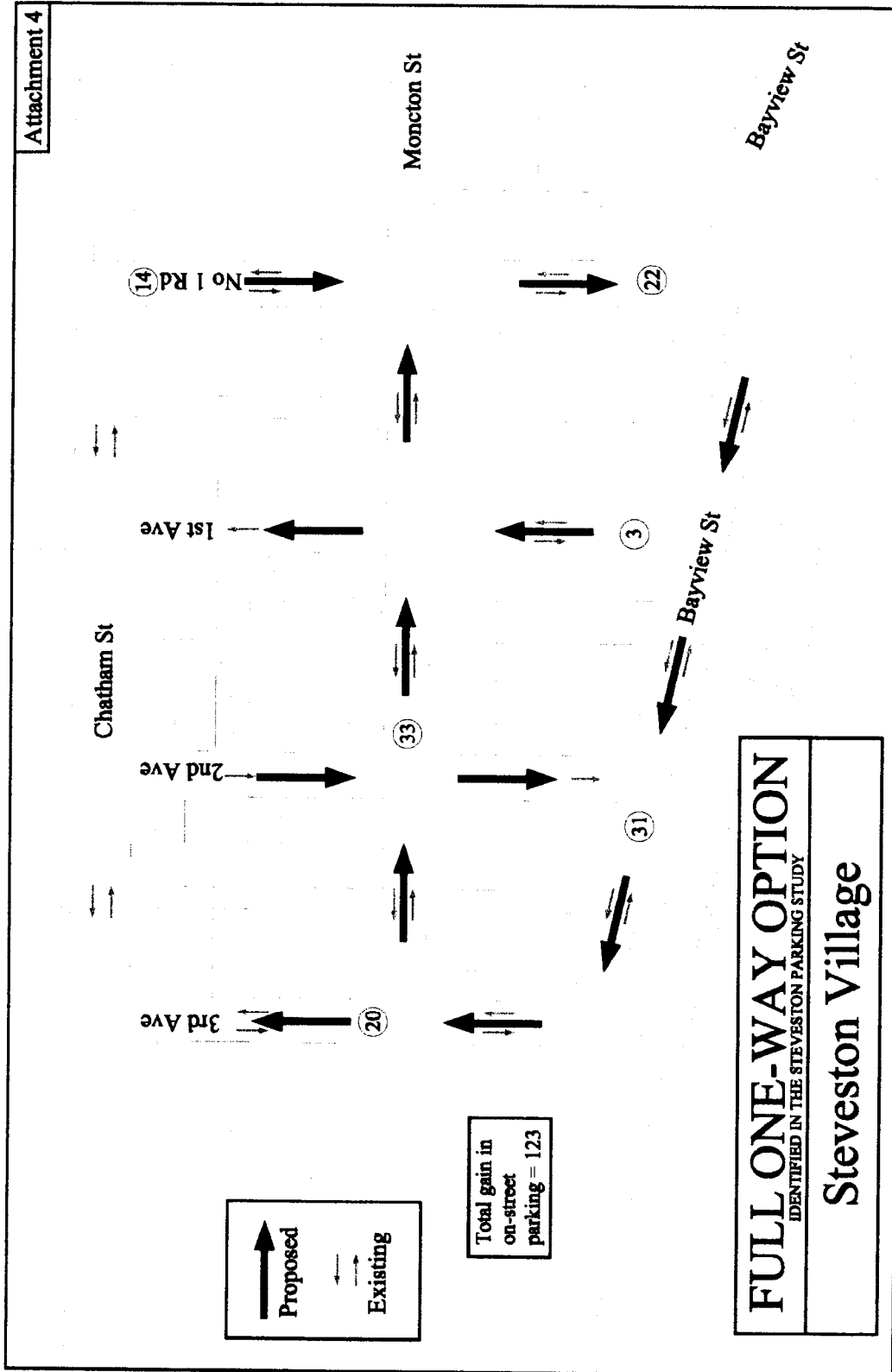
- This option could be considered as a long term strategy;
- The City is required to consult with stakeholders, especially in the case of the Steveston Community Centre parking lot and the City owned lot at 4320 Moncton Street;
- The City should ensure that any parkades constructed at either of the above two sites be sensitive to and integrated with adjacent land uses;
- The City needs to obtain funding for parkade construction at the Steveston Community Centre, 4320 Moncton Street and the City owned Lot H.

Option 4 – Phasing Options 2 and 3

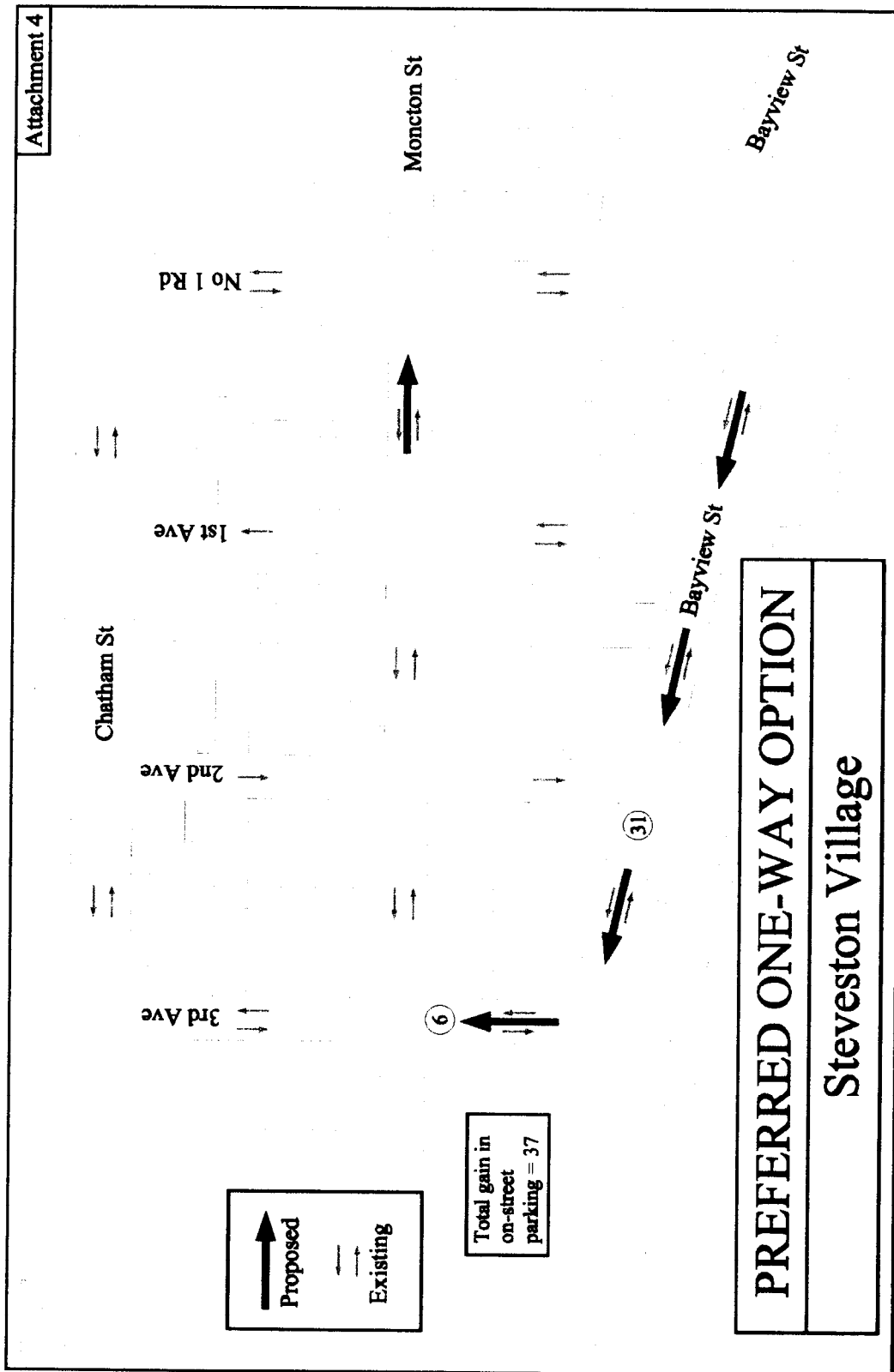
The City may consider the implementation of the one-way street system to increase on-street parking since this option is relatively easy to implement. At the same time, the City may consider the purchasing of properties when opportunities arise. As well, the City may proceed with the planning and funding of off-street parking facilities in any of the four sites described.

With the short and long term action plan, the parking in Steveston Village will be able to meet demand on a timely manner to support the business the Village serves.

Full One-Way Street Option Steveston Village




Preferred One-Way Street Option
Steveston Village



Potential On-Street Angle Parking Gain on Bayview Street
Steveston Village



SUMMARY OF POTENTIAL PARKING GAIN
 THIRD AVE TO LANE TO THE EAST - 8 STALLS
 SECOND AVE TO LANE TO THE WEST - 7 STALLS
 SECOND AVE TO LANE TO THE EAST - 3 STALLS
 FIRST AVE TO LANE TO THE WEST - 2 STALLS
 FIRST AVE TO LANE TO THE EAST - 9 STALLS
 NO. 1 RD TO LANE TO THE WEST - 5 STALLS
 =====
 TOTAL NUMBER OF ANGLE-PARKING - 34 STALLS
 REMOVAL OF EXISTING PARALLEL PARKING - 2 STALLS
 =====
 TOTAL PARKING GAIN = 32 STALLS

| | |
|---|----------------|
| City of Richmond 11811 BAYVIEW STREET | |
| TITLE: BAYVIEW STREET ANGLE PARKING CONCEPT | |
| DATE: _____ | SCALE: _____ |
| BY: _____ | CHECKED: _____ |
| DATE: _____ | DATE: _____ |
| PROJECT: _____ | |
| SHEET NO. _____ OF _____ DRAWING NO. _____ | |
|  8871 NO. 3 ROAD, RICHMOND, B.C. V6Y 2G1 | |