



To: Public Works and Transportation Committee **Date:** May 27, 2002
From: Gordon Chan, P. Eng. **File:** 7400-20-TALL1
Director, Transportation
Re: RICHMOND TALL SHIPS 2002 – TRANSPORTATION PLAN

Staff Recommendation

1. That Council endorse the proposed transportation plan, as described in the attached report, to support the Richmond Tall Ships 2002 event.
2. That Council formally acknowledge the assistance and co-operation of TransLink and Coast Mountain Bus Company in the provision of transit service to support the Richmond Tall Ships 2002 event.

Gordon Chan, P. Eng.
Director, Transportation

Att. 2

FOR ORIGINATING DIVISION USE ONLY		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Recreation & Cultural Services	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	

Staff Report

Origin

At the April 8, 2002 regular Council meeting, Council endorsed the conceptual plan for additional special transit services to support the Richmond Tall Ships 2002 event and directed staff to report back on a comprehensive transportation plan for the event. This report describes the proposed transit service, parking and traffic management measures to support the event as well as the complementary communications activities to inform residents and visitors of the proposed measures.

Analysis

1. Richmond Tall Ships 2002 Transportation Plan

The Richmond Tall Ships Challenge 2002 event is expected to attract more than 250,000 visitors to the Steveston Village area over the five-day period of August 8-12, 2002. The development of a comprehensive transportation, parking and traffic management plan is essential to ensure the success of this event. Transportation staff have consulted with other City staff, municipalities that have held this event, various Richmond Tall Ships 2002 Committees (e.g., Landside, Security, Volunteers), external agencies (e.g., TransLink and Coast Mountain Bus Company), and local businesses and residents during the development of this transportation plan. The main elements of the plan are described below.

2. Transit Service and Park and Ride Facilities

In order to minimize the impacts of the forecast attendance on the community, the transportation plan is predicated on an extensive use of transit service to facilitate the movement of visitors. Visitors will be strongly encouraged to use transit rather than driving to the event. Existing transit services to/from Steveston will be supplemented by additional special services to carry visitors to/from the designated park and ride lots and Steveston as well as link the various venue sites (i.e., Britannia Heritage Shipyard and the No.3 Road pier).

2.1 Existing Transit Service

The table below details the scope of regular transit service to/from Steveston anticipated during the event period. These routes would operate per their existing frequencies, hours of service and staging operations.

Service	Routes	Operating Characteristics
Daily Regular Services	<ul style="list-style-type: none"> • #401 – Steveston-City Centre-No. 5 Road/Horseshoe Way (Evening and weekend trips start/end at Riverport) • #402 – Steveston-City Centre-Marine Drive/Knight Street • #407 – Steveston-City Centre • #410 – Steveston-City Centre-22nd Street Station 	<ul style="list-style-type: none"> • 7 days/week • Early morning to late evening • 20-minute to 30-minute frequencies
Peak Period Express Services	<ul style="list-style-type: none"> • #490 – Steveston-Highway 99-Downtown Vancouver (one-way) • #491 – Steveston-Airport Station-Downtown Vancouver (two-way) • #492 – Steveston-City Centre-Downtown Vancouver (one-way) • #496 – Steveston-Airport Station-Downtown Vancouver (one-way) 	<ul style="list-style-type: none"> • Monday-Friday only • AM/PM peak periods • 10-minute to 20-minute frequencies

2.2 Additional Special Transit Service

A proposed plan for additional transit service dedicated to serving visitors to the event has been jointly developed by City, TransLink and Coast Mountain Bus Company (CMBC) staff in consultation with the Transportation Committee of the Richmond Tall Ships 2002 Co-ordinating Committee. Details of the special services are provided below.

Routings and Parking Facilities

As detailed in the table below, an additional two routes will each service a number of park and ride facilities that generally comprise City-owned facilities (including community centres) and schools supplemented by some private parking facilities. A third route will provide a circulator service that links Steveston with the outer venue sites at Britannia Heritage Shipyard and the No. 3 Road pier as well as the large parking area near the south end of No. 3 Road. The proposed routes are illustrated in Attachment 1 and the parking facilities they will service are described in the table below.

Shuttle Service	Proposed Routing	Potential Park & Ride Facilities	
		Location	Parking Supply
Airport Station	Airport Station-Sea Island Way-Sexsmith Road-Cambie Road-Garden City Road-Alderbridge Way-Kwantlen Street-Lansdowne Road-No. 3 Road-Blundell Road-Railway Avenue-Williams Road-No. 1 Road-Chatham Street	Sea Island Community Centre	35
		Sexsmith Park and Ride	400
		Lansdowne Park Shopping Centre	350
		Old City Hall Parking Lot	200
		Minoru Park	670
		Thompson Community Centre / Burnett Secondary School	255
		West Richmond Community Centre / Boyd Secondary School	255
		Dixon Elementary School	40
		Subtotal	2,205
Riverport	Steveston Highway-No. 5 Road-Williams Road-No. 2 Road-Steveston Highway-No. 1 Road-Chatham Street	Riverport: Watermania / Ice Centre	350
		McNair Secondary School	140
		South Arm Community Centre / McRoberts Secondary School	470
		London Secondary School	150
		Steveston Secondary School	105
		Subtotal	1,215
Steveston Village Circulator	Chatham Street-No. 1 Road-Moncton Road-No. 2 Road-Dyke Road-No. 3 Road-Steveston Highway-No. 1 Road-Chatham Street	Fields near south end of No. 3 Road	2,400
		Subtotal	2,400
		Total	5,820

A guiding principle of the plan is that visitors would pay once for transportation. Thus, the "remote" park and ride facilities would be free, with the exception of the No. 3 Road site, as users would pay the normal transit fare when boarding (see Section 2.3). The No. 3 Road site is proposed as a pay parking lot (see Section 4.2), as the Steveston circulator is proposed as a free service. As indicated in the table above, the identified park and ride facilities could accommodate nearly 6,000 vehicles. In addition, visitors could also use available on-street parking in the vicinity of any of the regular or special transit service routes.

Operations

CMBC has conducted test runs of the proposed routes shown in Attachment 1 and confirmed that they are operationally feasible. The table below shows the proposed operating frequencies for each of the services.

Route	Frequencies (minutes)			Daily Operating Hours
	Peak Periods (9:30am-11:30am & 5:00pm-7:00pm)	Mid-day (11:30am-5:00pm)	Evening (7:00pm-9:00pm)	
Airport Station	10	15	10	9:30 am-9:30 pm
Riverport	10	20	10	
Steveston Circulator	10	15	10	

The plan provides the flexibility to vary the levels of service to reflect anticipated demands throughout the time period (i.e., higher frequencies prior to or at the end of the tour times for the ships). CMBC proposes using articulated buses on all services, which each have a capacity of about 100 passengers. The gravel lot on Chatham Street between 4th Avenue and 6th Avenue has been identified as a transit staging area. It is proposed that the buses arrive westbound on Chatham Street, enter the lot at the east entrance and unload passengers. The buses would then pull through the lot and stage on the south side of Chatham Street in front of the lot and load passengers.

In addition to the existing bus stops along the identified routes, a number of temporary bus zones and bus stops would be established where needed (e.g., at the park and ride facilities). Extensive signage would direct visitors to the various locations, identify the parking area and direct visitors to the nearest bus stop once they have parked their vehicles. The hours of operation of the services would coincide with that of the event.

Based on forecast attendance figures, it is estimated that regular and special transit service together could accommodate up to 50 percent of daily visitors to the event. The remaining daily visitors are anticipated to walk, cycle, get dropped off/picked up, use a taxi, or use designated visitor parking lots as well as any available on-street parking in the vicinity of Steveston.

2.3 Transit Fare Structure

The regular transit services as well as the Airport Station and Riverport special transit services would operate per normal transit operations (i.e., passengers boarding would pay the applicable zone fare). However, as an incentive for visitors to travel by transit, staff and TransLink are discussing the potential for event ticket-holders travelling by transit to receive a free return trip upon display of their event wristband, which would serve as proof of their ticket purchase. In addition, it is proposed that the Steveston Circulator service operate as a free shuttle linking the venue sites and the visitor parking area at the south end of No. 3 Road (see Section 4.2) to minimize vehicle movements between the sites and traffic congestion in the general area. It is also proposed that volunteers be able to travel free in any direction on the special transit routes.

2.4 Minibus Shuttle Services

In addition to the regular and special transit services to be provided by TransLink and CMBC, staff propose to operate two shuttle bus services for visitors using City-owned minibuses that have seating capacities of 22 passengers.

Britannia Shuttle Service

A preliminary routing for the Steveston Circulator originally planned for the bus to provide direct service to the Britannia Heritage Shipyard site via Westwater Drive. However, field tests by CMBC staff indicated that a conventional bus could have difficulty negotiating the curved roadway. Therefore, the circulator service will have a bus stop at Railway Avenue and Moncton Street, which is approximately 500-m distant from the site. For the convenience of the elderly, those who have difficulty walking and families with young children, staff propose to provide a City-operated shuttle bus service between the Railway Avenue and Moncton Street bus stop and the site.

No. 3 Road Pier Shuttle Service

Due to the size of the City-owned property near the foot of No. 3 Road to be used for visitor parking (about 18-20 acres) and its distance of approximately 200-m from the site (based on the No. 3 Road entrance to the lot), staff propose a City-operated circular shuttle bus service that would operate through the lots and pick up passengers who require assistance before exiting onto Gilbert Road and travelling via Dyke Road to the No. 3 Road pier.

3. Transportation Dispatch Centre

To accommodate the transportation needs of ship crews, volunteers and event staff, a dispatch centre is proposed to operate out of the Steveston Community Centre to co-ordinate shuttle services as required for volunteers, crew, VIPs, event staff, etc. A number of City-owned vans, generally with 14-16 passenger capacities, have been reserved for this use during the event. In co-operation with CMBC road supervisors, the dispatch centre could also help co-ordinate any unanticipated variations in transit services that may be required (e.g., notify that extra buses are needed at a particular location).

4. Parking

The parking requirements for the event are varied and multiple (i.e., visitors, event staff, volunteers, media, VIPs, bicycles, etc) but generally can be sorted into two categories: restricted parking reserved for a particular user and event parking open to the general public. Staff have identified the parking areas available at each venue and propose a use for each area as detailed in the following sections.

4.1 Reserved Parking

Access to the proposed reserved parking areas would be controlled by volunteers. Users of these parking areas would require appropriate identification to access the sites. As certain participants in the event will be issued identification tags (i.e., VIPs, volunteers, media, event staff), staff propose that these ID tags serve as passes that allow the use of their designated parking area. Other users that would not have an ID tag (e.g., Steveston Community Centre staff) would be

issued a parking pass. The table below lists the proposed reserved parking areas and their potential use.

Site	Potential Use	Estimated Capacity
Garry Point Park	<ul style="list-style-type: none"> • VIPs and Disabled • Vendors and Equipment 	<ul style="list-style-type: none"> • 56 vehicles
Lot on Chatham St between 6 th Ave & 7 th Ave	<ul style="list-style-type: none"> • Fishing Industry (displaced from 3rd Avenue parking area) 	<ul style="list-style-type: none"> • 130 vehicles
Lot on Chatham St between 4 th Ave & 6 th Ave	<ul style="list-style-type: none"> • Transit Staging Area • Tour Buses • Steveston Village employees 	<ul style="list-style-type: none"> • 7-8 tour buses • 50 vehicles
Gulf of Georgia Cannery Lot	<ul style="list-style-type: none"> • Media and Disabled • Gulf of Georgia Cannery staff 	<ul style="list-style-type: none"> • 3 buses • 72 vehicles
Steveston Community Centre	<ul style="list-style-type: none"> • Event staff, Volunteers, Steveston Community Centre staff • Steveston Village employees • Bicycles 	<ul style="list-style-type: none"> • 195 vehicles (paved lots) • 630 vehicles (fields)
Imperial Landing	<ul style="list-style-type: none"> • VIPs and Disabled (fenced and paved area only) 	<ul style="list-style-type: none"> • 90 vehicles

Designated parking for Steveston Village employees has been allocated outside of the downtown Steveston Village area (e.g., portion of gravel lot on Chatham Street and Steveston Community Centre) to accommodate employees displaced from the area due to the use of some off-street parking areas as venue sites as well as the proposed road closures and removal of on-street parking (see Section 5.1). The minimization of vehicle movement in the area will in turn help minimize potential traffic and pedestrian conflicts.

4.2 Event Parking

The table below identifies the visitor parking lots in the vicinity of the venue sites. The Transportation Committee is also investigating the potential use of private parking facilities in the Steveston area. It is proposed that all of these lots operate as pay parking sites to encourage transit use and serve as a transportation demand management tool to minimize vehicle traffic in the area. In turn, visitors using the parking facilities within walking distance of Steveston or at the No. 3 Road pier site would respectively benefit from either being able to park close to the event or being able to use a free circulator service to travel between the parking area and Steveston.

Site	Estimated Capacity
Imperial Landing (old BC Packers site)	550 vehicles
Schools: McMath Secondary, Byng Elementary, Homma Elementary	345 vehicles
Steveston Harbour Authority: foot of Trites Road	200 vehicles
Fields near south end of No. 3 Road	2,400 vehicles
Total	3,495 vehicles

Note: No. 3 Road parking areas to be shared with visitors to adjacent equestrian event on August 10-11, 2002.

It is proposed that the pay parking operations utilize "pay and display" block meters that would be temporarily installed at each location. The Transportation and Sponsorship Committees anticipate that the block meters would be provided at no cost to the City via an agreement with a Richmond Tall Ships 2002 corporate sponsor.

All of the identified visitor parking lots are paved with marked stalls with the exception of the Imperial Landing site and the No. 3 Road park and ride facility. The Imperial Landing parking area comprises a 4.0-acre parcel of land located south and west of the office building. This area will require gravel fill to provide an appropriate surface for vehicle parking, which is anticipated to be provided as part of an agreement with a Richmond Tall Ships 2002 corporate sponsor.

The No. 3 Road site comprises the City-owned fields surrounding the City's existing tree nursery stretching between Gilbert Road and No. 3 Road and south of the wastewater treatment plant on Gilbert Road. Access is available from either Gilbert Road or No. 3 Road. Staff propose to install a temporary pedestrian footbridge from the fields to Dyke Road approximately halfway between Gilbert Road and No. 3 Road. As described in Section 2.4, a minibus shuttle service would operate through the area to transport visitors who require assistance between the fields and the No. 3 Road pier venue.

5. Traffic Control

A number of traffic control measures are proposed to maintain the safety of pedestrians and motorists at each of the main venue sites.

5.1 Steveston Village

Due to the anticipated attendance and the pedestrian flows between the festival sites and activities within the Steveston Village, temporary road closures and restrictions to on-street parking are proposed for pedestrian and traffic safety.

Road Closures

Road closures are proposed south of Chatham Street and west of No. 1 Road. These closures would be in effect 9:00 a.m. to 6:00 p.m. during August 9-11, 2002 (i.e., from one hour before to one hour after the hours and days that the ships are open to public tours). The proposed hours may be adjusted if actual attendance does not warrant the closures. Attachment 2 illustrates the area subject to the proposed road closures. Businesses within the area would be strongly encouraged to schedule deliveries and garbage pick-up outside of the hours of the road closures.

Wooden barricades manned by volunteers would be used to effect the closures. Controlled access points, each manned by an RCMP officer, would be provided at Chatham Street and 3rd Avenue and at No. 1 Road and Moncton Street for vehicles requiring access to the area during the restricted times.

Access Passes

The distribution of an access pass to residents and businesses within the area subject to the road closures is proposed to accommodate those who may require vehicle access to their homes or establishments during the restricted times. As the intent is to minimize the number of vehicles travelling within the area when the road closures are in effect to ensure pedestrian and traffic safety, residents would receive one pass per registered vehicle while businesses would each receive two passes.

On-Street Parking Restrictions

Within the area subject to road closures, on-street parking would be removed between 5:00 a.m. and 6:00 p.m. during August 9-11, 2002. These times coincide with the proposed street closures plus allow for street cleaning to occur each morning during the main days of the event. The removal of on-street parking will ensure that any vehicles allowed into the restricted area during the time that the road closures are in effect do not park on the street and conflict with festival activities and pedestrian flows. In addition, on-street parking will be removed on both sides of Chatham Street west of No. 1 Road, on both sides of No. 1 Road south of Steveston Highway and on both sides of Moncton Street east of No. 1 Road to Hayashi Court to accommodate anticipated heavy traffic flows.

5.2 Britannia Heritage Shipyard

Staff propose to remove on-street parking on the south side of Westwater Drive in the vicinity of the venue in anticipation of heavier traffic flows. In addition, heavy pedestrian and cyclist traffic is anticipated on Dyke Road between the Britannia site and the No. 3 Road pier site. Staff therefore propose to prevent through vehicle access on Dyke Road in the vicinity of Paramount Pond west of No. 2 Road to enhance pedestrian safety, which may otherwise be compromised due to the narrow roadway and lack of pedestrian facilities.

5.3 No. 3 Road Pier Site

Road closures in the vicinity of the No. 3 Road pier site are proposed on Dyke Road east of Gilbert Road and on No. 3 Road south of Finn Road between 9:00 a.m. to 6:00 p.m. during August 9-11, 2002. Only visitors accessing the event parking area at the south end of No. 3 Road or local residents will be allowed vehicle access on No. 3 Road south of Finn Road. Both closure points at Dyke Road/Gilbert Road and No. 3 Road/Finn Road will each be manned by an RCMP officer.

As the Steveston Circulator transit service and the No. 3 Road parking lot shuttle service would both operate eastbound on Dyke Road between Gilbert Road and No. 3 Road and staff anticipate heavy pedestrian and cyclist traffic on this same section of Dyke Road, staff propose to place temporary barricades along the length of the roadway to separate the two traffic flows and thereby minimize conflicts and enhance pedestrian and traffic safety.

6. Communications

The Marketing and Communications Committee for the event is co-ordinating the dissemination of information about the components of the proposed transportation plan. A variety of media would be used to inform visitors and residents of the proposed transit services, parking facilities and traffic control measures. Communications tools include information on the Richmond Tall Ships 2002 web site, newspaper inserts, brochures, and radio and television advertisements. A mail-out notice of the proposed temporary road closure and parking restrictions would also be sent to all businesses and residents in the vicinity of the affected areas.

TransLink will also promote its transit services for the event by including a link on its web site to the Richmond Tall Ships web site, publishing newspaper advertisements, producing interior car cards for buses and SkyTrain cars, and producing 100,000 copies of a special edition of "The

Buzzer,” which is a bi-weekly transit newsletter for the public that is available on buses and SkyTrain and at SeaBus terminals.

7. Public Consultation

The development and refinement of the transportation plan for the Richmond Tall Ships 2002 event has incorporated comments and feedback obtained during consultations with local businesses and residents, City staff, members of the event committees and other stakeholders. The Marketing and Communications Committee has co-ordinated a series of consultations with Richmond and Steveston-area businesses to inform and obtain feedback from these stakeholders. In addition, a drop-in open house to inform local businesses and residents of details of the event and the proposed transportation plan is planned for the end of June 2002, likely at the Steveston Community Centre.

8. Volunteers

The Transportation Committee for the event estimates that up to 90 individuals might be required to assist with traffic control, parking lot management and shuttle services. These individuals would be drawn from the hundreds of people that have volunteered to assist at the event. The volunteer application form includes a provision for individuals to identify if they have a Class 4 driving licence, which will aid in the assignment of volunteers with respect to operation of the shuttle services for the Britannia and No. 3 Road pier sites.

Financial Impact

Costs to the City associated with the transportation plan for the Richmond Tall Ships 2002 comprise the following components:

- Shuttle Bus Systems – operating costs of the visitor and crew/volunteer shuttle bus systems that use City-owned vehicles;
- Signage – production and installation of signage associated with the parking areas and traffic control measures;
- Parking Areas – surface preparation of the No. 3 Road parking areas and the installation of a temporary pedestrian footbridge;
- Traffic Control – set-up and take down of barricades for road closures and bicycle parking;
- Access and Reserved Parking Passes – production and distribution of passes to allow vehicle access to the Steveston Village area when road closures are in effect and to reserved parking areas; and
- Communications – expenses associated with the mail-out of traffic control notifications to Steveston residents and businesses.

The Transportation Budget for the Richmond Tall Ships 2002 event is estimated at \$72,500, which is anticipated to be sufficient for the above noted costs. Of this total amount, approximately \$28,000 is anticipated to be provided as value-in-kind and the Sponsorship Committee for the event is endeavouring to further reduce the direct costs of \$44,500 to the City by seeking additional sponsorship agreements with various businesses (e.g., fuel companies that would provide an in-kind donation of fuel for the shuttle buses).

Other transportation services associated with the event will be provided at no direct cost to the City through various sponsorship agreements (e.g., the use of privately-owned parking facilities for reserved and event parking).

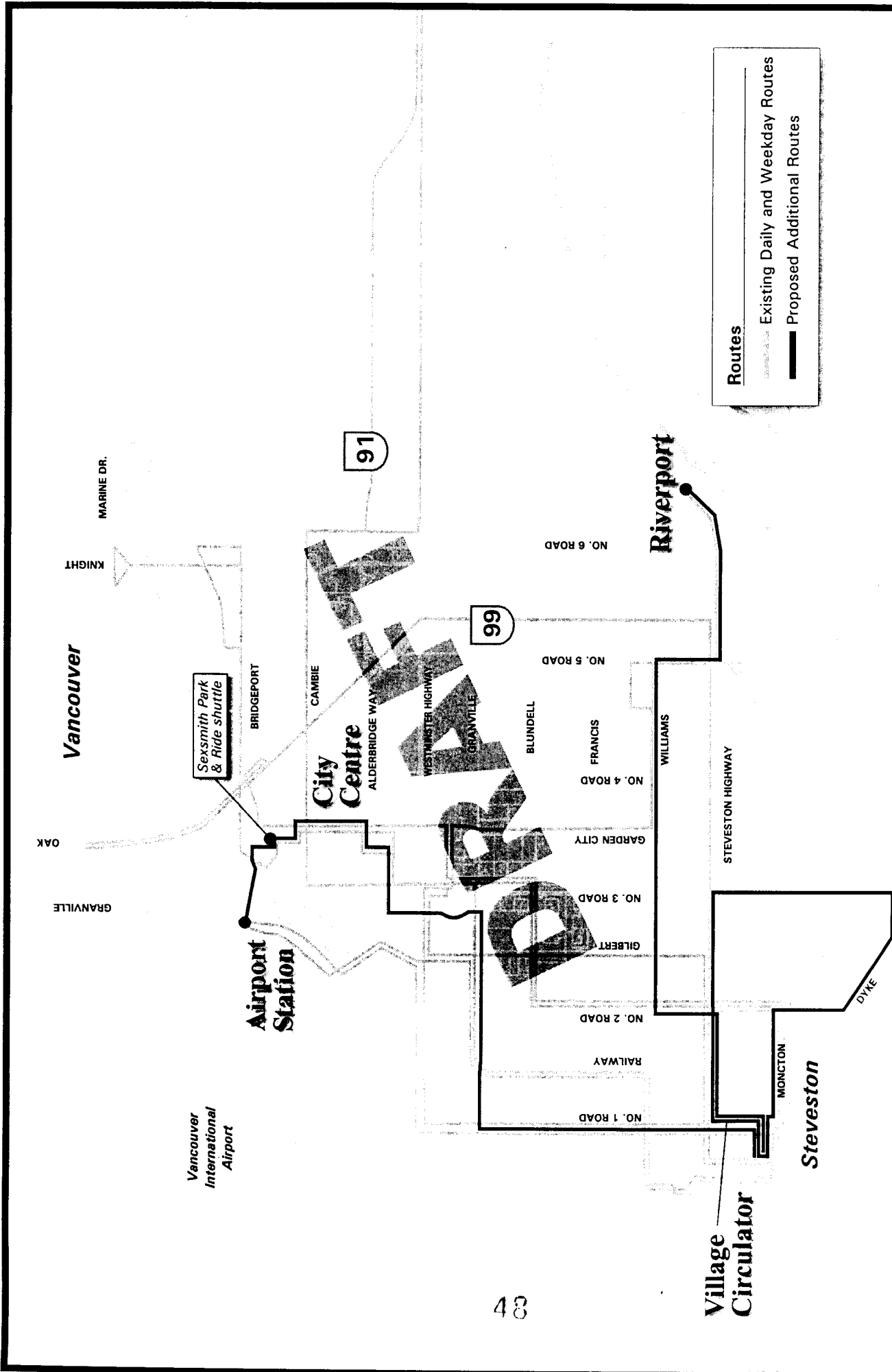
Conclusion

The transportation plan to support the Richmond Tall Ships 2002 event comprises a comprehensive package of transit service, shuttle bus operations, parking management, traffic control measures, and communications and stakeholder consultation activities. The elements of the plan in combination provide for the co-ordinated management of the anticipated vehicle and pedestrian traffic while seeking to maintain pedestrian and traffic safety. Area businesses and residents most likely to be affected by this event are being consulted on various aspects of the traffic control plan and parking arrangements. The co-ordination of volunteers in the execution of the proposed transportation plan is underway. Additional sponsors are being sought to reduce the overall transportation-related costs of the event. Further updates will be provided to Council as the remaining details of the plan are defined.



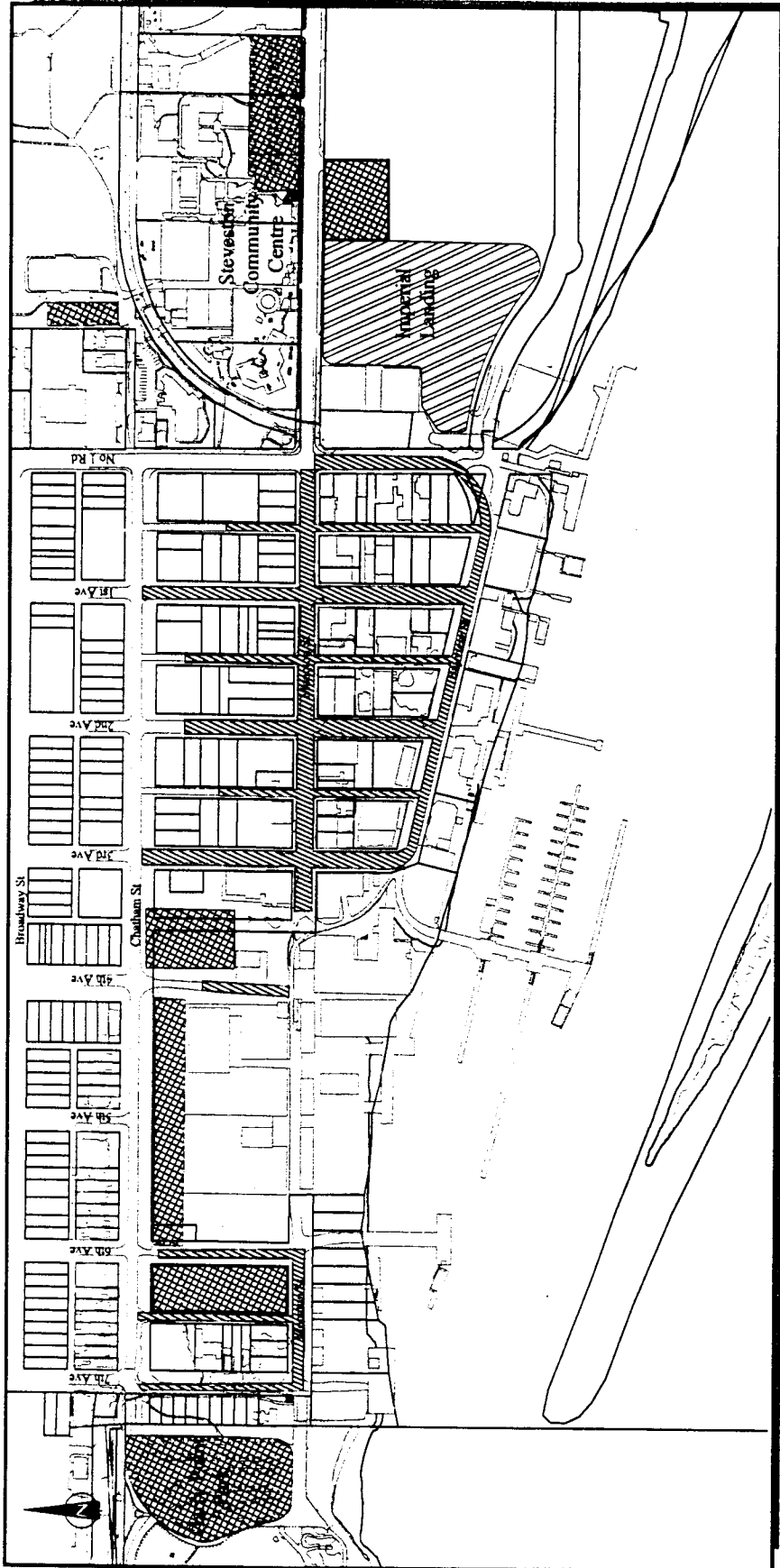
Joan Caravan
Transportation Planner I




JC:lce



Richmond Tall Ships 2002 - Existing and Proposed Additional Transit Services

Revised May 29, 2002



-  Visitor Parking
-  Reserved Parking
-  Area closed to general traffic (Aug. 9-11; 9:00am-6:00pm)

Richmond Tall Ships 2002 Proposed Traffic Control and Parking Plan