



City of Richmond

Report to Committee

To: Public Works and Transportation Committee **Date:** June 8, 2011
From: Tom Stewart, ASCT. **File:** 10-6405-01/2011-Vol 01
Director, Public Works Operations
Re: **Canada Line: Progress Report on Opportunities for Retail Operations
and Litter Collection/Cleaning Activities**

Staff Recommendation

That:

1. An additional personnel complement control position be approved for a permanent litter attendant position for waste and litter removal along No. 3 Road for service in relation to the Canada Line; and
2. In relation to the potential for retail opportunities at or near Canada Line stations, that staff;
 - a. Bring forward for Council's consideration a report recommending amendment to the Business Licence Bylaw to permit vendors on City owned or controlled property;
 - b. Work with Translink to encourage Translink to permit such retail opportunities near Canada Line stations, particularly at Brighthouse Station; and
 - c. Move forward with a pilot request for proposal for retail activity for locations at the intersection of No. 3 Road and Westminster Highway.

Tom Stewart, ASCT.
Director, Public Works Operations
(604-233-3301)

Att. 1

FOR ORIGINATING DEPARTMENT USE ONLY			
ROUTED TO:	CONCURRENCE		CONCURRENCE OF GENERAL MANAGER
Transportation Planning	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Law	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Parks	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/> <i>K</i>	NO <input type="checkbox"/>	REVIEWED BY CAO
			<i>[Signature]</i> YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

Staff Report

Origin

During consideration of the 2011 utility budgets at their November 22, 2010 meeting, Council reviewed a recommendation to add a permanent litter-attendant position for service to the Canada Line. The full year funding component for the position was approved, however, Council made the position temporary and requested that staff:

- a) Look at possibilities for retail operations on City property in the vicinity of the Canada Line Stations and report back;
- b) That in approximately 6 months, staff review the progress made in cleaning No. 3 Road and investigate further options for cleanliness in the vicinity of the Canada Line and the stations and review the temporary full time litter attendant position.

This report responds to Council's request.

Analysis

In accordance with the Council referral, this report presents an overview of the opportunities for retail operations along the Canada Line. A review of further options for cleanliness at the stations and progress made in cleaning No. 3 Road, including actions by Litter, Parks and Transportation Planning, is also provided.

Retail Operations Review

A review of the potential for retail operations in the vicinity of the Canada Line included consideration of the criteria that would be necessary for retail to be successful, as well as an overview of the City's authority to permit retail in this area generally, including at each specific station.

General Criteria for Successful Retail Operations

In order to attract and ensure success of potential retail/kiosk vendors along the Canada Line, high pedestrian traffic flow is required. A 30 to 60 metre (100 to 200 feet) distance from the stations is where the highest pedestrian flows would generally be and the areas where it would make the most sense to locate retail. As various properties along the Canada Line densify and pedestrian traffic flow increases, the opportunities for retail operations will become more evident.

Another key success factor is ensuring harmony with the adjacent businesses to create a positive complement to draw additional desired pedestrian activity and enhance, not detract from, business activity overall. Creating and focusing on building relationships with adjacent businesses, and not directly competing with them to achieve this harmony, will be the driving factor of success.

In considering the perspective of helping to maintain cleanliness of the Canada Line, individual retailer's ability to assist would depend on the type of activity. For example, a single kiosk vendor may be able to keep the area immediately around their kiosk clear of the litter, but they wouldn't be able to leave their kiosk/business activity to clean areas beyond more than a few

feet. Otherwise, this would either detract from their ability to service potential customers or put the safety and security of their kiosks at risk. A larger vendor such as a coffee house, for example, could have more staff resources and may be able to provide greater assistance. All of this must be weighed against the additional potential litter that such operations could generate from their activities. Staff also note that having vendors at or near stations could provide additional safety and security benefits, as having retail activity at or near stations may serve as a deterrent to illicit activities.

City's Authority to Permit Retail Along the Canada Line

The access agreement with Translink restricts the City from using or undertaking any activities within a one-metre buffer area around the perimeter of the Canada Line infrastructure (including the stations, guide ways, columns, etc.) or that would impact on Translink's ability to access the Canada Line infrastructure for maintenance, inspection, repair or other purposes. As such, the City would be able to develop and/or permit retail activities on City-owned property outside the one-metre buffer, so long as it does not interfere with Translink's access requirements. In particular, there are greater opportunities involving mobile or removable structures.

Both mobile and removable structured retail commercial operations are subject to licensing and regulations. To permit Mobile Vendors to be stationary, which is permitted under bylaw with a private property owner's permission, will require a bylaw amendment to include *City property*. City approval, inclusive of other requirements, should delineate where the mobile vendor may set up their operation such that their placement must not block the sidewalk nor can the mobile business be outside of a premises that offer the same or similar items for sale.

Removable structure businesses are currently permitted under bylaw, with the property owners permission, and are classified as either Mercantile Retail or Assembly Use 1 - Food Services Establishment. Both natures of business must be self contained stand alone operations without municipal or other utility service connections.

Canada Line Station Opportunities

With respect to the individual stations, the following is a cursory review of the property ownership questions and the potential for retail activity around current stations.

- **Bridgeport:** The City does not own any property at this station aside from road allowances, therefore, there is limited opportunity for the City to consider retail at this location except along the limited sidewalk areas.
- **Aberdeen:** There is potential opportunity at or near this station at the northeast and southeast corners of Cambie and No. 3 Roads, where the City owns small portions of property (road allowance). Any retail opportunities here would be best integrated with the adjacent Aberdeen Centre or President Plaza (Radisson Hotel) projects, arrived at through discussions with their respective ownerships to achieve multiple objectives for all parties. Staff could advance those discussions as opportunities present, although it is recognized that the next phase of Aberdeen Mall (at the corner of No. 3 and Cambie Roads) is about to commence construction. Other City-owned

property along this station boundary (south of Browngate Road), would not likely be suitable at present due to a lack of sufficient existing pedestrian traffic flow.

- **Lansdowne:** This is the widest corridor where there is a large section of City-owned Property (road allowance). This is probably the best opportunity available today for retail from the perspective of existing open space and distance from competitors. However, there may be insufficient pedestrian traffic at this time. As the area densifies, this would be an appropriate location to consider for future retail opportunities.
- **Brighthouse:** The station and guide way is entirely located on private property. Therefore, there are limited opportunities for retail activity outside of the City's very limited sidewalk areas. Consideration of retail at this location would require discussions and or negotiations with Translink.

Staff have made initial contact with Translink but do not yet have any direction from them as to their willingness to permit retail vendors on their owned and or controlled lands, although they have done so in some instances in areas along their other SkyTrain lines.

Other Retail Opportunities on City-Owned Land

As stated above, there are few current opportunities near Canada Line stations. However, the intersection of No. 3 Road and Westminster Highway, one of the busiest intersections in the City, is generally fully developed at all four corners and appears to be site with significant pedestrian activity. All but the southeast corner appear to have enough City-owned land to support mobile vendors. There may be strong interest from vendors in this location, thus this could be an excellent opportunity to test a mobile vendor program on City-owned land.



Recommendations

Staff recommend moving forward with a pilot program to permit retail activity (mobile and removable vendors) on City lands. The current best locations would be around the Aberdeen Station and at the intersection of No. 3 Road and Westminster Highway. Staff will work to identify appropriate specific vendor locations in these two areas, ensuring public safety and no conflict with sidewalk and other access, in consultation with local businesses. Thereafter, staff will initiate a request for proposal process. However, in order to permit such retail uses, an amendment to the current Business Licence Bylaw is required.

Options for Cleanliness/Progress Made in Cleaning No. 3 Road

There have been a number of activities underway to address cleanliness and appearance issues relating to the Canada Line, including implementation of various aspects of the City-Pattison Street Furniture Agreement, installation of solar-powered compacting garbage containers, discussions with Translink and Protrans, and on-going regular litter collection and cleaning activities along the Canada Line.

Implementation of the City-Pattison Street Furniture Agreement

Installation of the various street furniture elements under this agreement has recently commenced, including installation of new transit shelters with advertising panels and trash receptacles with recycling baskets attached. To date, eight transit shelters have been installed. In addition, 37 trash receptacles have been installed at various existing shelter locations.



Transit shelter with trash receptacle

The 10-unit multiple publication news racks with recycling receptacles have been ordered and are expected to be installed by the end of June. There will be three units, one each at the Aberdeen, Lansdowne and Brighthouse stations.

Additional work, including transit shelter refurbishment at 10 locations, is expected to begin in June, with completion by the end of July. Repainting at 15 existing transit shelters is scheduled for August, 2011, with the remaining 14 shelters being undertaken in Year 2 of the contract, or approximately Summer, 2012.

In association with these activities, staff are evaluating the effectiveness of different trash/recycling receptacle designs with a view to establishing a consistent look and appearance throughout the City.

Attachment 1 provides a summary of the street furniture roll-out schedule and progress to date. A schematic of the 10-unit multiple publications news racks is included for information. Please note that the actual unit will be of silver finish, not blue, as shown.

Solar-Powered Compacting Garbage Containers

To minimize the need for multiple waste containers, solar-powered compacting garbage containers were installed in January of this year at the three Canada Line stations (Aberdeen, Lansdowne, Brighthouse) as well as at the Richmond Centre bus stop. Each unit includes two recycling receptacles for newspapers and containers. A total of six sets of these containers were installed. The garbage container portion has a solar panel on the top which generates power to compact the waste, thereby increasing overall capacity. The unit design is such that all the garbage is contained to reduce incidences of overflow litter. This requires users to open a handle to place the litter in the container. This can be a deterrent, however, to those who do not wish to touch handles or flaps when disposing their garbage.



Solar-Powered Compacting Garbage Container, with Recycling Units

Seven receptacles for discarded cigarettes were also installed to help reduce litter.

Translink Discussions

As part of evaluating further options for cleanliness along the Canada Line, staff have met with Translink and Protrans (the contractor operator responsible for cleaning the area directly around the stations). Translink has committed to an improved level of service within the stations and the one-metre buffer around the stations. They have also aligned their response times (to complaints, etc.) to correspond more closely with the City's, i.e., within 24 hours.



Cigarettes Receptacle

Litter Collection and Cleaning Activities

A temporary full-time litter attendant has been dedicated to service the Canada Line since approximately September, 2010, when it became evident that then-existing service levels were not sufficient. The litter attendant services the area from Granville Avenue to Bridgeport Road. The area is serviced from 6:30 a.m. – 4 p.m., seven days per week.

The attendant empties garbage from 55 litter receptacles and bus stop containers and recycling receptacles. In addition to these duties, the attendant wipes down the containers (as required), collects scattered litter from the sidewalk and garden median areas, empties the discarded cigarette containers and sweeps up any scattered cigarette butts. The garbage and recycling materials collected from the Canada Line are taken by the litter attendant and disposed/recycled at the City Works Yard and Recycling Depot. This ongoing resource is required to ensure cleanliness can be maintained, and the containers serviced to avoid unsightliness issues as depicted by the before and after photos shown:



Station view before litter collection



Station view after litter collection

From the period January - May, 2011, approximately \$44,000 has been spent on litter collection services at the Canada Line:

- Labour - ~1,000 hours: \$38,000
- Materials (bags, ties, etc.): \$ 1,600
- Collection vehicle: \$ 4,385

Total annual budgeted cost in 2011 is approximately \$90,000.

Parks Operations also undertakes pressure washing and gum removal on a quarterly basis, under contract, at the Lansdowne and Brighthouse stations, as well as at the Richmond Centre bus stop. They use a blower to help remove cigarette butts from the landscape areas at these stations, which are subsequently swept up. This is done weekly. Staff note that any similar cleaning activities at the Aberdeen and Brighthouse stations are done by private parties.

The additional resource funding allocation has permitted the service levels as outlined to be maintained to a level which is manageable and meets demand requirements, while at the same time ensuring the desired appearance at the stations is maintained. The position will also be able to support some level of added cleaning associated with retail operations, subject to review as that program evolves.

The service level at the Canada Line could not be achieved without this dedicated resource, even with the improvements in street furniture, solar-powered garbage compactors and the commitment from Translink for an improved level of service both in and immediately around the stations. Staff recommend the current resource and required funding allocation be continued in 2012, and that the Canada Line litter attendant position be made a regular full time position with an assigned personnel complement control number.

Financial Impact

The additional costs associated with the cleaning activities along the Canada Line in 2011 are approximately \$90,000. This is for the temporary full-time litter attendant position, inclusive of labour, materials, vehicle operating costs, etc. Based on staff's assessment and review of the

operational service level requirements, these costs will need to be continued in 2012 to maintain existing service levels.

The recommendation to make the existing temporary full-time litter attendant a full time position with a personnel complement control number will have no additional impact on the budget since these funds are already budgeted and are being recovered through the 2011 sanitation and recycling utility budget and rates.

Costs associated with any future potential retail operations along the Canada Line are not known at this time. However, staff would attempt to mitigate any costs associated with additional maintenance/operating costs for litter collection and cleaning services, etc., caused by those retail operations through detailed agreements. Depending on the overall scope of the retail operations, the litter attendant position could provide some level of support related to the added cleaning requirements.

Conclusion

This report presents a review of the possibility of adding retail operations along the Canada Line along with some perspective on the potential role these could play in helping to maintain the appearance of the Canada Line. There is limited to no opportunity at the Brighthouse and Bridgeport stations due to a lack of City-owned property, while possibilities exist at the Lansdowne and Aberdeen stations. Real Estate Services staff will pursue potential retail opportunities on City property at or near the Aberdeen Station (Cambie and No. 3 Roads), which would include collaborative discussions with Aberdeen Centre and President Plaza ownerships, and at the intersection of No. 3 Road and Westminster Highway, thereafter bring forward for Council's consideration a bylaw to amend the Business Licence Bylaw and initiate a request for proposal process.

There have been a number of measures taken to improve the appearance of the Canada Line, including: installation of street furniture under the City-Pattison Street Furniture Agreement; installation of "Big Belly" solar-powered trash receptacles; installation of other trash and recycling receptacles; installation of cigarette disposal receptacles; an additional dedicated litter attendant resource to provide regular emptying of all receptacles and collection of scattered litter; power washing activities, and finally, discussions with Translink and Protrans for improved cleaning. The added funding and resource for the litter attendant position is recommended to be continued in 2012 and made permanent at this time in light of the operational service level demands along the Canada Line.



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SJB:

Attachment 1

Street Furniture Rollout Schedule: Status as of May 31, 2011

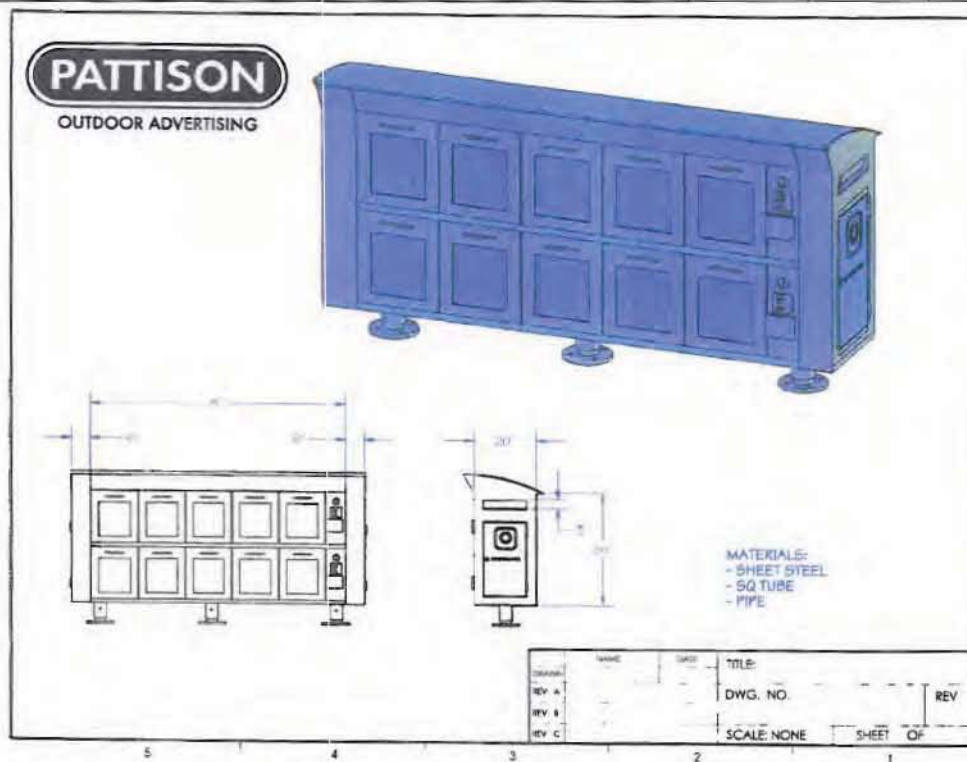
Item	Location	Delivery Schedule		Status
		Year 1	Year 2	
New Transit Shelters with Advertising Panels	Garden City Rd 125' N/O Westminster Hwy ES	1	0	Installed
	No. 3 Road south of Saba Road ES (Richmond-Brighthouse Stn)	1	0	Installed
	No. 3 Road south of Cambie Road ES (Aberdeen Station)	1	0	Installed
	No. 3 Road south of Leslie Road WS	1	0	Installed
	No. 3 Road south of Lansdowne Rd WS	1	0	Pending installation of conduit with shelter installation anticipated by end of July 2011
	No. 3 Road in front of City Hall WS	1	0	Installed
	No. 3 Road north of Lansdowne Rd ES (Lansdowne Station)	1	0	Installed
	No. 3 Road & Alderbridge Way SW corner	1	0	Installed
	No. 3 Road 75' N/O Ackroyd Road ES NE	1	0	Installed



New Shelter & Litter Receptacle

Street Furniture Rollout Schedule: Status as of May 31, 2011

Item	Location	Delivery Schedule		Status
		Year 1	Year 2	
80L Trash Receptacle	<ul style="list-style-type: none"> one at each new (9) and existing (41) transit shelter 	50	0	37 units installed Remaining units anticipated to be installed by end of July 2011
10-Unit Multiple Publication News Rack with Recycling Receptacle	<ul style="list-style-type: none"> Aberdeen Station Lansdowne Station Richmond-Brigthouse Station 	3	0	Order placed March 2011 Installation anticipated by mid June 2011



Street Furniture Rollout Schedule: Status as of May 31, 2011

Item	Location	Delivery Schedule		Status
		Year 1	Year 2	
Existing Transit Shelters: Refurbishment	<ul style="list-style-type: none"> No. 3 Rd 50' south of Lansdowne Rd west side No. 3 Rd 50' south of Ackroyd Rd west side Lansdowne Road & Cooney Road NWC Bridgeport & Sweden Way NWC Cambie 50' W/O #5 Road NS Cambie 50' W/O Jacombs NS #3 Road 100' N/O Francis ES #3 Road 100' S/O Williams ES #3 Road 100' N/O Ryan ES #3 Road & Steveston Hwy NE Granville 50' E/O #2 Road SS Westminster Hwy & Granville 50' E/O #2 Road SS 	10	2	<p>Component pieces being prepared</p> <p>Removal and replacement to begin in June 2011 and anticipated to be completed by end of July 2011</p>
Existing Transit Shelters: Repainting in Year 1	<ul style="list-style-type: none"> Cambie 100' E/O Jacombs SS Cambie Rd 500' E/O No 5 Rd N/S #3 Road & Bennett NEC #3 Road 100' N/O Blundell ES Steveston Hwy 100' W/O Roseland Gate NWC Steveston Hwy 125' E/O #4 Road SS Steveston Hwy 150' E/O Shell S/S #1 Road & Steveston Hwy NE Garden City Rd 100' north of Lansdowne Road E/S Westminster Hwy & Gilbert Rd southeast corner Westminster Hwy 150' west of Gilbert Rd north side Granville Ave 50' west of Minoru Blvd north side Cook Rd 100' ft east of No. 3 Rd north side Granville Ave & Moffat Rd southeast corner Gilbert Rd 200' north of Azure Rd east side 	15	0	Scheduled to occur during August 2011
Existing Transit Shelters: Repainting in Year 2	<ul style="list-style-type: none"> Steveston Hwy 75' E/O Hwy 99 Off Ramp N/S Hwy 99 Off Ramp 150' S/O Steveston Hwy #1 Road & Francis NE Granville & Ledway SE Granville 50' E/O #2 Road SS Westminster Hwy & Tiffany SEC Garden City Road 100' N/O Cambie Road E/S Garden City Road 250' N/O Capstan Way ES Granville Ave 150' W/O Lynas Lane NS Railway Avenue 100' N/O Linfield Gate E/S Railway 100' N/O Blundell E/S Railway 75 ft. N/O Francis E/S Westminster Hwy. 100 ft. S/O McLean W/S Westminster Hwy. 75' S/O Fraser View Gate W/S 	0	14	Scheduled to occur during Summer 2012