



To: Planning Committee **Date:** September 17, 2024
From: Lloyd Bie, P.Eng. **File:** 08-4000-01/2024-Vol
 Director, Transportation 01
Re: **Recommended Long-term Steveston Streetscape Vision 2024**

Staff Recommendations

1. That Option 2 as outlined in the report titled “Recommended Long-term Steveston Streetscape Vision 2024” dated September 17, 2024 from the Director, Transportation be endorsed for further investigation; and
2. That the development of the Recommended Long-term Steveston Streetscape Vision 2024, including Transportation Planning, Functional and Preliminary Design, be submitted for Council’s consideration in the 2025 budget process.

Lloyd Bie, P.Eng.
Director, Transportation
(604-276-4131)

Att. 3

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Engineering	<input checked="" type="checkbox"/>	
Public Works	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
Development Applications	<input checked="" type="checkbox"/>	
Finance	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

At the June 14, 2021 Regular Council Meeting, the following referral motion was endorsed:

That the staff report titled “Recommended Long-Term Streetscape Visions for Bayview, Chatham, and Moncton Streets” be referred back to the Planning Committee for additional discussion.

In particular, staff were directed to investigate the potential for angled parking and to conduct additional public engagement. This report responds to this referral.

This report supports Council’s Strategic Plan 2022-2026 Focus Area #1 Proactive in Stakeholder and Civic Engagement:

Proactive stakeholder and civic engagement to foster understanding and involvement and advance Richmond’s interests.

1.3 Increase the reach of communication and engagement efforts to connect with Richmond’s diverse community.

1.4 Leverage a variety of approaches to make civic engagement and participation easy and accessible.

This report supports Council’s Strategic Plan 2022-2026 Focus Area #2 Strategic and Sustainable Community Growth:

Strategic and sustainable growth that supports long-term community needs and a well-planned and prosperous city.

2.4 Enhance Richmond’s robust transportation network by balancing commercial, public, private and active transportation needs.

Background

Streetscape encompasses all elements that work together to define the character, functionality and configuration of a street. Elements of the streetscape include travel lanes, parking, sidewalk, cycling infrastructure, open spaces, street finishing and street furniture.

In 2021, recommendations were presented for roadway geometry enhancements and street finishing and furnishing options based on public feedback. Council indicated support for the proposed surface treatments and elements, which include:

- Chatham Street: Simple concrete surface and an understated street furniture design similar to what has been implemented at the former Rod’s Lumber site, which acts as a backdrop to showcase heritage structures and features (Figure 1).

- Moncton Street: Simplified streetscape elements including concrete sidewalk and unit pavers in the boulevard (Figure 2), which align with the Steveston Village Conservation Strategy and give prominence to heritage resources.
- Bayview Street: Concrete sidewalks and boulevard similar to that of Chatham Street.



Figure 1: Recommended Surface Treatment - Chatham Street



Figure 2: Recommended Surface Treatment - Moncton Street

Concerns were raised regarding recommendations for roadway geometry enhancements, which included the removal of parking for improvements to the pedestrian realm and the introduction of cycling infrastructure on Chatham Street and Bayview Street. Staff were directed to further investigate options to increase or maintain parking through angled parking arrangements. Staff were also directed to conduct further public engagement regarding any proposed changes.

Analysis

Project Overview

Steveston Village is a unique area located in Richmond's waterfront that is designated as a Heritage Conservation Area. It is home to a number of historic sites, serves as an active small-craft commercial fishing port, houses a number of restaurants and businesses and is a key tourist attraction within Richmond. Due to the village's unique nature, there are also diverse user groups that visit Steveston, each with unique needs for the area's streetscape.

The Recommended Long-term Steveston Streetscape Vision 2024 project aims to define streetscape geometry options that respect and support Steveston Village's valuable heritage and balance the needs of various user groups in the area. Concepts developed through the project support existing policies, such as the Steveston Heritage Conservation Strategy and the Official Community Plan.

Through the 2021 "Recommended Long-Term Streetscape Visions for Bayview, Chatham and Moncton Street" report, there was support for the recommended surface treatments and elements. As such, the Recommended Long-term Steveston Streetscape Vision 2024 focuses on the outstanding elements of the referral, which includes the overall street geometry, particularly around parking and use of road space.

The project collected feedback through two phases of public engagement. The first phase focused on expanding staff's understanding of the demographics of interested stakeholders, transportation needs and habits of users, feedback on the existing streetscape within Steveston and priorities for improvements. Responses received during the first phase of public engagement were used to develop four streetscape concept options for further public and stakeholder consultation.

The second phase gathered feedback on the four concept options developed in phase 1. The public and stakeholders were asked to rank each option and provide feedback on the features presented. Results from the two phases of engagement are summarized in Attachment 1 and further discussed below.

Public and Stakeholder Engagement – Process Overview and Phase 1 Engagement Feedback

Public engagement was advertised through social media, Richmond News, community bulletin, LetsTalkRichmond.ca email blasts, posters and digital transit advertisements. A localized mail out sent 210 letters to businesses in the village and properties along Chatham Street. 3700 visitors were informed through the LetsTalkRichmond.ca campaign and over 300 people attended six open house sessions. A total of 944 survey responses were received by City staff, through the two phases of consultation.

As part of both Phase 1 and Phase 2, key stakeholders were directly engaged by email and phone calls for feedback. All key stakeholders who responded were supportive of the project and provided input on priority areas for improvement and their preferred options. Key stakeholders identified and engaged included:

- Steveston Merchants Association
- Tourism Richmond
- TransLink
- Richmond Heritage Commission
- London Heritage Farm Society
- Britannia Heritage Shipyard Society
- Richmond Accessibility Advisory Committee (RAAC)
- Golf of Georgia Cannery Society
- Steveston Harbour Authority
- Richmond Chamber of Commerce
- Richmond Parking Advisory Committee
- Steveston 20/20
- Steveston Community Association
- Steveston Historical Society
- Richmond Active Transportation Committee (RATC)

While the engagement was advertised to the entire City, the majority of respondents who provided feedback are residents of the Steveston neighbourhood.

During Phase 1, respondents ranked improvements to the following as their top priorities:

1. Pedestrian space
2. Active transportation
3. Green space

Many residents of the neighbourhood indicated that they walk to the village and rated safe, comfortable pedestrian facilities as more important than parking. Parking was identified as more important by businesses, tourists and visitors that visited Steveston less frequently. Amongst the identified priorities, parking ranked fifth in importance to respondents. While 29% of respondents indicated they often had difficulty finding parking in Steveston, the majority indicated the existing parking supply was sufficient, and 57% did not support increasing parking supply through angled parking options.

These engagement results were consistent with findings of the 2013 and 2017 engagements, which also identified improvements to the pedestrian realm and for active transportation were the highest priority for users.

Long-Term Steveston Streetscape Concept Options

Concept options were developed with consideration to the 2021 Council referral, the unique function and character of each street, existing Council-approved strategies and policies and results of the first phase of engagement.

A total of four concept options were presented for public and stakeholder feedback. Each option included all of Chatham, Moncton and Bayview Streets, ensuring that the design option for all streets are compatible and will function cohesively to service the village. The concept options are intended to gather higher level input, and it is acknowledged that each option encompasses a variety of features and a number of variations are possible.

While public and stakeholder feedback did not indicate a priority for increasing parking supply, the origin of the study intended on identifying potential for increasing on-street parking supply, and the 2021 referral directed staff to investigate options for angled parking. As such, all options (with the exception of Option 1 – Status Quo) increases the net on-street parking supply within the Village area through the use of angled parking.

Concept options are graphically presented in Attachment 2 and are described below.

Option 1 – Status Quo

This option involves maintaining the status quo and making few changes to the existing streetscape along Chatham, Moncton and Bayview Streets.

Chatham	<ul style="list-style-type: none"> - Travel lanes, transit facilities and parallel parking are maintained. - Approximately 88 on-street parking stalls available.
Moncton	<ul style="list-style-type: none"> - All travel lanes, parallel parking and loading zones are maintained. - Approximately 45 on-street parking stalls available.
Bayview	<ul style="list-style-type: none"> - Parking is available sporadically along the street. - Approximately 22 on-street parking stalls available. - Cyclists share the road with vehicles.

There are no capital construction costs associated beyond maintenance of existing infrastructure and minor upgrades that may be secured through re-development.

Option 2 – Concentrate Parking on Chatham Street and Improve Pedestrian Infrastructure on Moncton and Bayview Street (Shared Street on Bayview)

This option focuses on more on-street parking on Chatham Street, directing vehicular traffic to Chatham Street and making Moncton Street and Bayview Street more oriented towards pedestrians and cyclists.

Chatham	<ul style="list-style-type: none"> - Travel lane widths are reduced. - Angled parking introduced on the south side of the street; parallel parking is maintained on the north side. This results in a net increase in 40 on-street parking stalls.
Moncton	<ul style="list-style-type: none"> - Reduced travel lane widths. - Expanded sidewalk on the north side of the street. - All parking stalls and loading bays are maintained.
Bayview	<ul style="list-style-type: none"> - Converted into a shared street where pedestrians, cyclists and vehicles have equal priority for shared use of the road space. - Opportunities exist to maintain some parking, primarily accessible parking and loading spaces. - Opportunities for patios subject to separate City approvals, additional street furniture and other features for street activation.

Shared streets are a roadway design concept which re-prioritizes road space from vehicles to provide more room for pedestrians and alternate modes of transportation. Traditional barrier curbs are removed and the travel surface is maintained at the same elevation across the full road.

Research has shown that shared streets can safely encourage alternate forms of travel and offer communities more engaging public spaces. Features such as parking, planters, furniture and patios are placed strategically within the street to reduce vehicle speeds. A fully protected zone for vulnerable and accessible users can be incorporated into the design to ensure that the shared street services all users. Examples of shared streets in Halifax are included in Attachment 3 for reference.

Option 3 – Improve Cycling Connectivity on Chatham and Maintaining Balanced Parking within the Village

Option 3 enhances Chatham Street as a cycling thoroughfare by introducing a new protected bi-direction cycling facility on the street to provide east-west connectivity to the Village and Garry Point Park. Parking is maintained on each of Chatham, Moncton and Bayview Streets to provide a balanced supply throughout the Village core.

Chatham	<ul style="list-style-type: none"> - New protected cycling facility on the south side of Chatham Street. - Angled parking on one side of the street to limit impacts to on-street parking. Net loss of 9 on-street parking stalls.
Moncton	<ul style="list-style-type: none"> - Reduced travel lane widths. - Expanded sidewalk on the north side of the street. - All parking stalls and loading bays are maintained.
Bayview	<ul style="list-style-type: none"> - Parallel parking along the south side is removed, and angled parking is introduced on the north side. Increase in 15 on-street parking stalls.

Option 4 – Concentrate Parking on Chatham and Improve Pedestrian and Cycling Experience on Moncton and Bayview (One-Way Street on Moncton)

Similar to Option 2, this option concentrates parking and vehicular use on Chatham Street and prioritizes pedestrian and cyclist infrastructure on Moncton Street and Bayview Street. This option differs in that it converts Moncton Street to a one-way street.

Chatham	<ul style="list-style-type: none"> - Travel lane widths are reduced. - Angled parking introduced on the south side of the street; parallel parking is maintained on the north side. This results in a net increase in 40 on-street parking stalls.
Moncton	<ul style="list-style-type: none"> - Converted to a one-way westbound street. - Angled parking along the north side of the street, with a loss of 9 parking stalls. - Sidewalks on both sides of the street are widened.
Bayview	<ul style="list-style-type: none"> - New protected cycling facility introduced on the south side of the street. - Parallel parking maintained on the north side, with a loss of 4 on-street parking stalls. - Pedestrian realm remains generally unchanged.

A potential variant to this option is converting both Moncton Street and Bayview Street to a one-way loop. This would provide additional space to increase parking and improve the pedestrian realm on Bayview Street but would increase vehicular circulation throughout the village and reduces levels of service for vehicles.

Public and Stakeholder Feedback on Concept Options

Respondents were asked to rank the options from most desirable (#1) to least desirable (#4) and to provide written feedback on elements that they liked and disliked about each option. Figure 3 shows the number of respondents that ranked each option as most or least desirable.

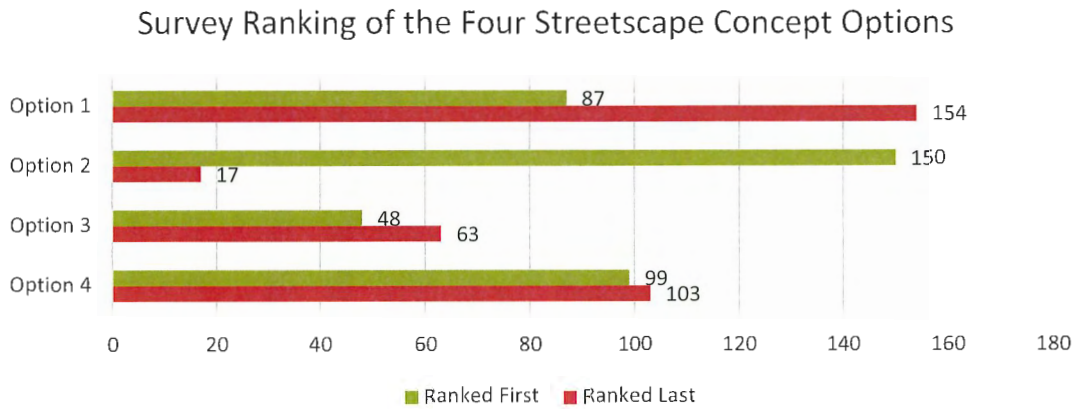


Figure 3: Survey Ranking of Concept Options

Public feedback identified Option 2 as the preferred option. The highest number of respondents ranked Option 2 as the preferred option and the least number of respondents ranked Option 2 as the least desirable option. Feedback on the shared street concept was positive, with only two respondents indicating dislike for a shared street.

A number of respondents expressed a desire to further expand the option to convert Bayview Street to a car-free zone. However, with existing lot access and the need for loading and parking, car access must be maintained.

The second highest number of respondents ranked Option 4 as the preferred option; however, a significant number are strongly opposed to a one-way street option and ranked this option as least desirable. Some concerns received through written feedback as well as discussions during open houses included:

- That it would be confusing to motorists;
- It would be similar to what was piloted during the pandemic which was not well received; and
- That it would change the look and feel of the streets too significantly.

A number of respondents preferred Option 1 (Status Quo), indicating a strong preference to minimize changes to Steveston and that changes to Steveston is not a good use of City funding. However, a majority of respondents wished to see improvements and ranked Option 1 as the least desirable.

Public feedback on specific streetscape features, including the need for bike lanes, the appropriate street to introduce cycling infrastructure, demand for more or less parking, angled parking and one-way streets is generally divided.

Recommendations and Next Steps

Public feedback indicated the greatest support for Option 2.

The option includes a number of key features, including angled parking on Chatham Street, a widened sidewalk on one side on Moncton Street and a shared street on Bayview Street. Based on the public feedback received, staff recommend that further investigation be completed to develop this preferred concept. This includes advancing concept design options for Bayview Street as a shared street, undertaking a pilot study to assess implementation of angled parking on Chatham Street and development of an implementation strategy with associated construction cost estimates. These are further discussed below. Staff anticipates that this investigation, as outlined below, can be completed at a cost of \$200,000.

Bayview Street Shared Street Design

The design of Bayview Street as a shared street will have significant impact on the look and feel of the street. Some design considerations are described below:

- **Parking:** Some respondents who were opposed to this option were concerned about the loss of parking on Bayview Street.
While the current design shows no parking, with the intent of reducing vehicular traffic on Bayview Street through, there is opportunity through design to incorporate some parking. This can potentially be limited to accessible parking and loading for local businesses but can be further refined through a concept design process.
- **Street Finishing:** Shared streets are typically designed with finishing that reflects a plaza area and is welcoming to pedestrians rather than standard pavement as per a traditional roadway design. Options for various street finishing to reflect the historical character of Steveston will be assessed.
- **Place Making, Green Space and Street Furniture:** These elements can be placed throughout a shared street to help identify the street as a low-speed corridor for vehicles, and create a welcoming experience for those who walk and linger. Options can be developed for features that will be included.
- **Design Elevation:** As part of the City's dike master plan, the existing dike alignment along Bayview Street would be raised in the future to function as a secondary dike behind the Steveston Island Dike. The design of Bayview Street will consider the potential for road raising to improve flood protection while maintaining a strong interface and access to local businesses.

Staff recommend that design concepts be developed with consideration of the above and that further public consultation, including with the Richmond Heritage Commission, be conducted.

Angled Parking

While the combined concept for Option 2 is supported by the public and a number of respondents indicated support for increased parking, mixed feedback was received related to angled parking. Primary concerns included visibility and safety, cyclist safety, impacts to transit services and general impact to traffic flow.

Staff recommend that a pilot implementation of angled parking be undertaken on Chatham Street between Fourth Avenue and Sixth Avenue for a one year duration. The proposed arrangement is shown in Figure 4. Two parallel parking stalls will be removed along the north side of Chatham

Street and travel lanes will be shifted north. This would result in a net gain in parking of approximately 17 stalls.

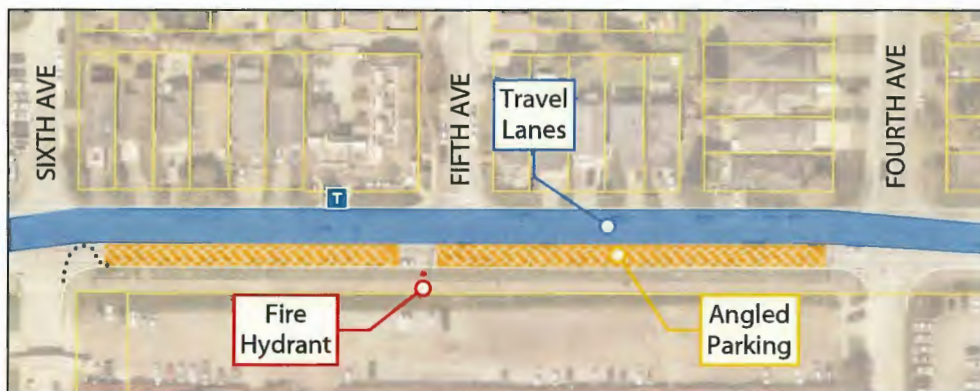


Figure 4: Angled Parking on Chatham Street between Fourth Avenue and Sixth Avenue

The proposed pilot will allow staff to monitor and address any operational impacts and gather public feedback through a trial implementation.

Financial Impact

The estimated cost for further investigation of Option 2 as the long-term streetscape vision for Chatham, Moncton and Bayview Streets is approximately \$200,000. This functional design project would explore increasing infrastructure capacity to address growth-related demands in Steveston and is eligible for Roads Development Cost Charges (DCC) program funding. Should Council endorse staff's recommendation to further investigate Option 2, it will be included as part of a capital submission, Transportation Planning, Functional and Preliminary Design, funded by the Roads DCC and Capital Reserve (Revolving Fund), for Council's consideration in the 2025 budget process.

Conclusion

Staff received direction from Council to review the long-term streetscape vision for Chatham, Moncton and Bayview Streets in Steveston, and in particular, review opportunities for angled parking and complete further public consultation on the project.

An extensive public and stakeholder consultation process was conducted through two phases to gather public and stakeholder feedback on potential changes to Chatham, Moncton and Bayview Streets. Feedback received indicated:


- Support for prioritizing pedestrian and active transportation improvements;
- Majority support for Concept Option 2, which includes angled parking on Chatham Street, narrowed travel lanes and an improved sidewalk on Moncton Street, and a shared street on Bayview Street; and
- Mixed feedback on angled parking within Steveston.

Based on feedback received, staff recommend that Option 2 be endorsed for further investigation.

September 17, 2024

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This work will include development of conceptual design options for a shared street on Bayview Street, a pilot implementation of angled parking on Chatham Street, additional public consultation, development of cost estimates and an implementation strategy for the construction of Option 2 should it be endorsed as the Recommended Long-term Steveston Streetscape Vision. Should Council endorse staff's recommendation to further investigate Option 2, it will be brought forward for Council's consideration as part of the 2025 budget process.



Beata Ng, P.Eng.
Manager, Transportation Development and Design
(604-247-4627)

BN:cc

- Att. 1: Public and Stakeholder Engagement Summary
- 2: Steveston Streetscape Concept Options
- 3: Shared Street Samples

Steveston Streetscape Vision 2023/2024 Engagement Summary

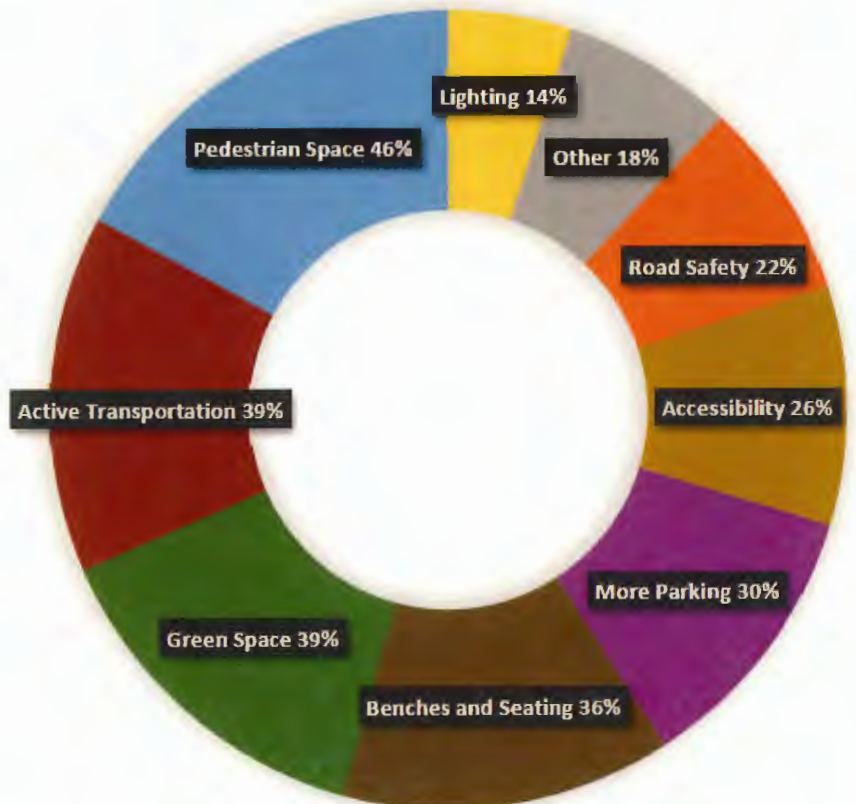
PUBLIC ENGAGEMENT STATISTICS

- 4000 Visitors
- 97% Richmond Residents
- 944 Total Surveys
- 6 Open Houses
- 81 Days on LetsTalkRichmond.ca

List of Key Stakeholders

- Steveston Merchants Association
- Tourism Richmond
- TransLink
- Richmond Heritage Commission
- Richmond Accessibility Advisory Committee (RAAC)
- Britannia Heritage Shipyard Society
- Gulf of Georgia Cannery Society
- London Heritage Farm Society
- Richmond Active Transportation Committee (RATC)
- Richmond Chamber of Commerce
- Richmond Parking Advisory Committee
- Steveston 20/20
- Steveston Community Association
- Steveston Historical Society
- Steveston Harbour Authority

Percentage of People Selecting Each Element
as Priority for Improvement



Top 3 Areas for Improvement:

- 1 Pedestrian Space
- 2 Active Transportation
- 3 Green Space

Steveston Streetscape Vision 2023/2024 Engagement Summary

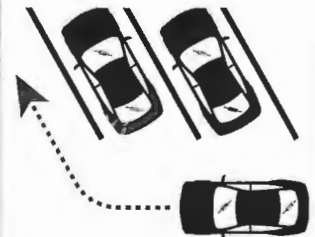
Phase 1 Responses



29%
of visitors “often
have difficulty
locating parking”

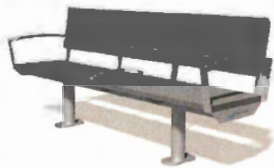


76%
do not support more paid
parking in Steveston as a
method to increase
parking availability



57%
do not support
angled parking on
Chatham Street

Public feedback includes: change paid lots to free parking, add more on-street parking, more bylaw enforcement, make the village car-free and improve transit operations



16% want to further investigate
street furniture design



Typical comments include:

- Consider heritage and historical treatments
- Add more benches and bike racks
- Remove hostile architecture (e.g. split benches)
- More garbage receptacles
- Place furniture in areas to keep clear pathways

Phase 2 Responses

Written comments include:

- A mixture of comments for (13) and against (20) one-way streets
- More comments for (14) shared streets rather than opposed (2)
- A mixture of comments for (15) and against (11) angled parking
- More comments supporting more free parking (12) rather than against (1) free parking
- A mixture of comments for (13) and against (12) bike lanes
- A number of comments supporting (10) car-free days or areas in Steveston
- A number of comments supporting minimal changes (15) to Steveston



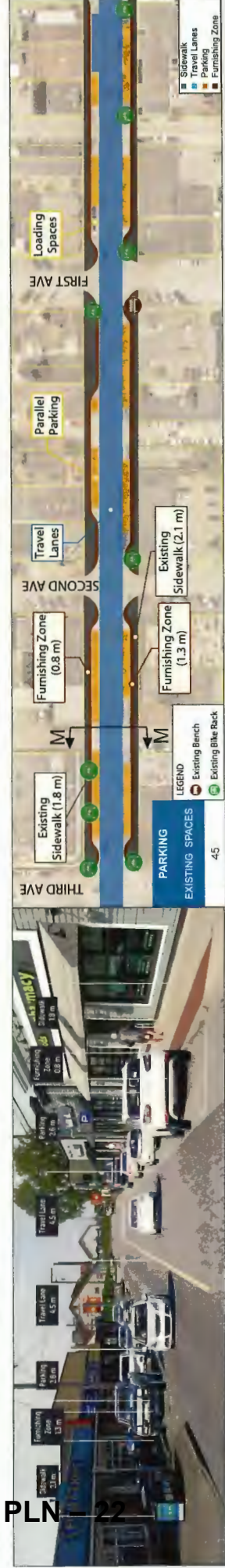
Option 1 (Status Quo)

Existing Conditions

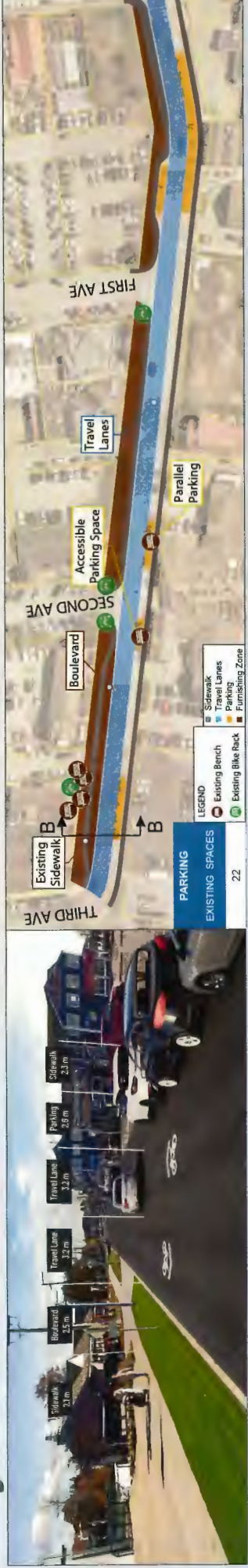
Chatham Street



Moncton Street



Bayview Street



Option 2

Concentrate Parking on Chatham and Improve Pedestrian Experience on Moncton and Bayview (Shared Street on Bayview)

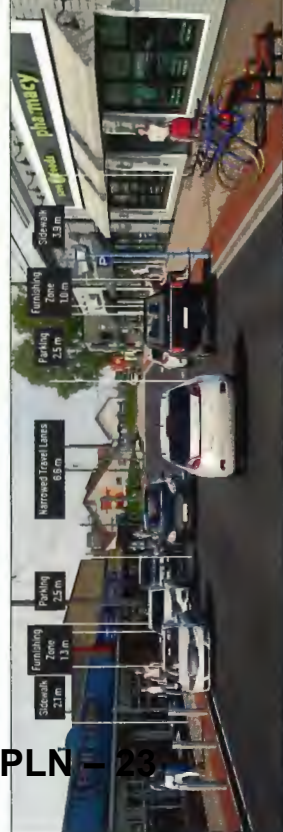
Chatham Street



Added angled parking



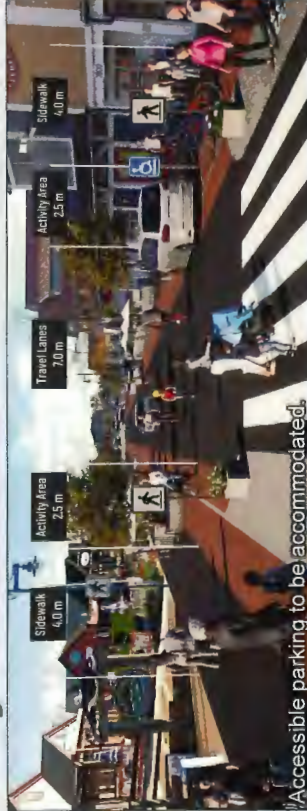
Moncton Street



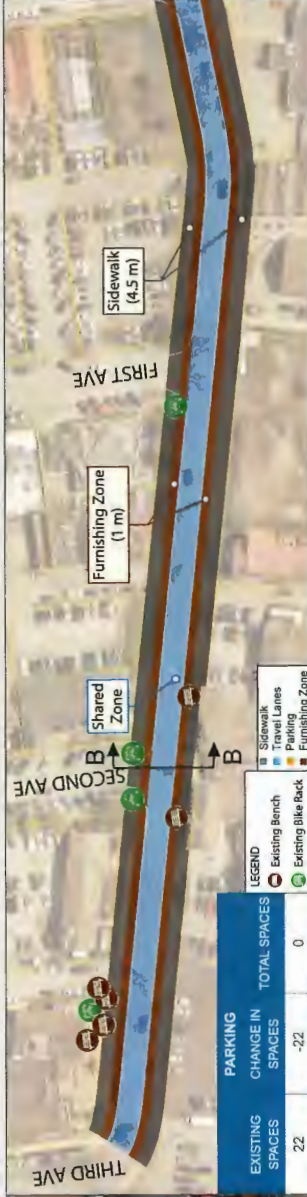
Increase pedestrian space by adjusting lane widths



Bayview Street



Shared street



Accessible parking to be accommodated.

Note that these images and cross-sections are conceptual and not intended for construction. Renderings are presented to facilitate discussion regarding the proposed road geometry. Street furniture and surface treatment shown is for discussion purposes only.

Option 3

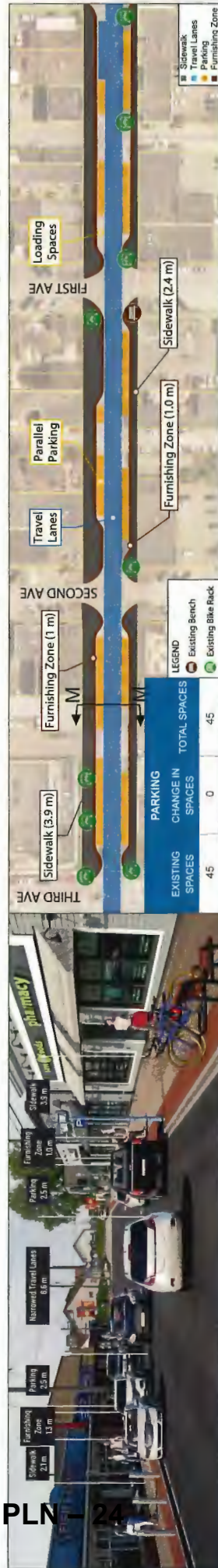
Improve Cycling Connectivity on Chatham and
Maintaining Balanced Parking within the Village

Chatham Street



New bike lane with angled parking

Moncton Street



Increase pedestrian space by adjusting lane widths

Bayview Street

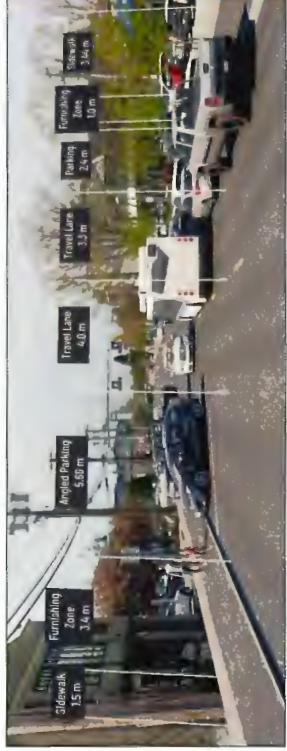


Added angled parking and improved pedestrian space

Note that these images and cross-sections are conceptual and not intended for construction. Renderings are presented to facilitate discussion regarding the proposed road geometry. Street furniture and surface treatment shown is for discussion purposes only.

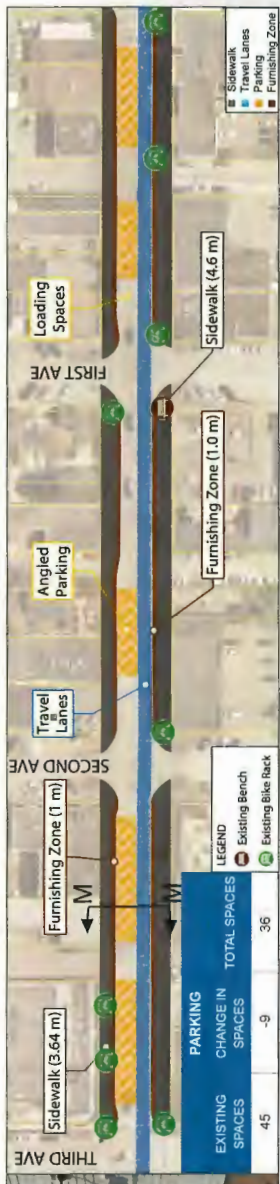
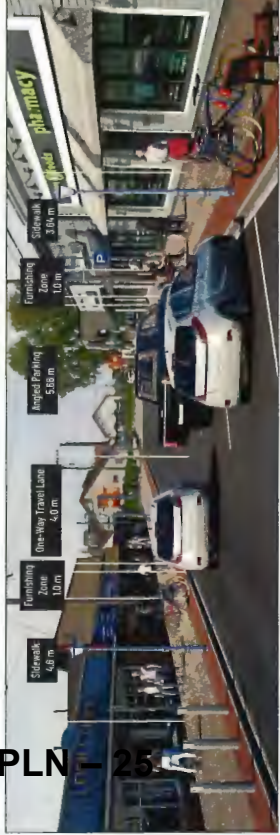
Option 4 Concentrate Parking on Chatham and Improve Pedestrian and Cycling Experience on Moncton and Bayview (One-Way Street on Moncton)

Chatham Street



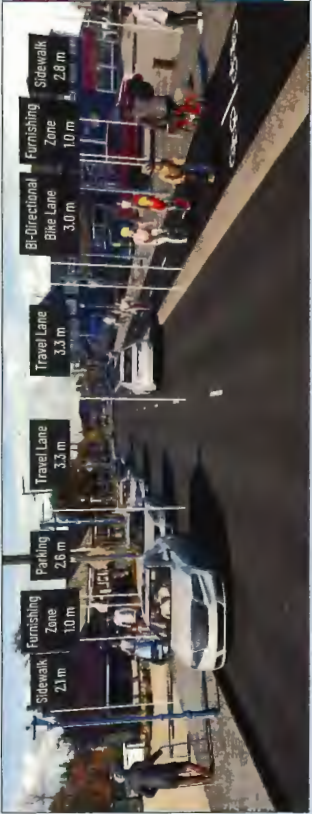
Added angled parking

Moncton Street



Convert to one-way street to increase pedestrian space on both sides

Bayview Street



New bike lanes and maintaining parking

Note that these images and cross-sections are conceptual and not intended for construction. Renderings are presented to facilitate discussion regarding the proposed road geometry. Street furniture and surface treatment shown is for discussion purposes only.

Parking Impacts

Option 2: Concentrate Parking on Chatham and Improve Pedestrian Experience on Moncton and Bayview (Shared Street on Bayview)

PROJECT CORRIDOR	EXISTING SPACES	CHANGE IN SPACES	TOTAL SPACES
Chatham Street	88	+40	128
Moncton Street	45	0	45
Bayview Street	22	-22	0
TOTAL	155	+18	173

Option 3: Improve Cycling Connectivity on Chatham and Maintaining Balanced Parking within the Village

PROJECT CORRIDOR	EXISTING SPACES	CHANGE IN SPACES	TOTAL SPACES
Chatham Street	88	-9	79
Moncton Street	45	0	45
Bayview Street	22	+15	37
TOTAL	155	+6	161

Option 4: Concentrate Parking on Chatham and Improve Pedestrian and Cycling Experience on Moncton and Bayview (One-Way Street on Moncton)

PROJECT CORRIDOR	EXISTING SPACES	CHANGE IN SPACES	TOTAL SPACES
Chatham Street	88	+40	128
Moncton Street	45	-9	36
Bayview Street	22	-4	18
TOTAL	155	+27	182



Bayview Shared Street Concept



Indicative Approach

- Simple, cohesive materiality appropriate for a shared street environment
- Build upon the cohesive, but eclectic composition of Bayview Street
- Increased accessibility and freedom of pedestrian movement
- Pedestrians, cars and cyclists become equal users of the street
- Use of unit pavers, or other identifiable paving type as a continuous level surface treatment.
- Simple, complimentary street furniture selection to include typical benches, bike racks, waste and recycling bins, bollards as necessary, and street lighting.

Relevant Precedent Examples



Pike Street, Seattle



Bear Street, Banff

Argyle Street in Halifax, Nova Scotia

Vehicles, bicycles, and pedestrians slow down to share the road



Street furniture is used to control and direct traffic

The pedestrian realm includes the full road width with more room for gathering spaces



Tactile surfaces indicate transitions and pedestrian-only areas



Shared streets encourage walking and alternate forms of transportation

