

Schedule 1 to the Minutes of the  
Regular meeting of Richmond  
City Council held on Monday,  
September 23, 2019.

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# **Richmond Rail Corridor No. 2 Road to Steveston OPPORTUNITIES REPORT**

*prepared for the*  
**Township of Richmond,  
and CP Rail**

*prepared by*  
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**November 1990**

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## EXECUTIVE SUMMARY

This study has been undertaken on behalf of the Township of Richmond and CP Rail. The focus of the study is redevelopment of the Rail Corridor extending between No. 2 Road and Steveston. The Rail Corridor includes CP Rail's r.o.w., along which rail operations have been suspended, and contiguous Municipal properties.

### *STUDY PURPOSE*

The purpose of the study is to determine if it is possible to develop the Rail Corridor and achieve both the Municipality's and CP Rail's objectives for the area. The Municipal objectives focus on reserving a transportation corridor and lands for public parks and trails. CP Rail's objectives focus on the advantageous disposal of their land holdings within the context of the Municipal objectives.

The study methodology includes four steps:

- Identification of general and specific development issues;
- Investigation of site specific development alternatives;
- Extrapolation of the site specific findings and their implications along the Rail Corridor; and
- Conclusions and recommendations articulating the opportunities for redevelopment of the Rail Corridor.

### *DEVELOPMENT ISSUES*

The study reveals a number of significant development issues pertaining to the Rail Corridor including:

- **Site Configuration** of the Corridor and the restrictions this places on development.
- **Arterial Road** function of Railway Avenue and its impact on uses within and adjacent to the Corridor.
- **Transit** alternatives and their relationship to local and Municipal uses.
- **Richmond Trails Plan** objectives and identification of other open space opportunities within the Rail Corridor.

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- Residential demand and the role of this use within redevelopment of the Rail Corridor.

## ***DEVELOPMENT OPPORTUNITIES***

Investigation into opportunities for redevelopment of the Rail Corridor reveals that the potential to address public and private objectives varies on a site specific basis, and this variation defines three distinct sub-areas within the study area.

### **North Section** - *Located between No. 2 Road and Granville Avenue.*

Redevelopment of the rail r.o.w. is key to realizing the exceptional residential potential of the Dover Flats Neighbourhood and the Municipal Works Yard. Comprehensive planning for residential and open space uses in this area facilitates development of attractive, livable residential neighbourhoods integrated with the existing residential community and public open space network. Alternatively, development of the rail r.o.w. as a transit corridor seriously impacts residential potential and livability and raises questions as to the validity of a transit route which by-passes the Town Centre. The integration of the rail r.o.w. with the future development is, therefore, critical to successful redevelopment of the North Section.

### **Mid-Section** - *Located between Granville Avenue and Brunswick Avenue.*

Planning of this section of the study area is critical to achieving Municipal objectives for both a transportation corridor linking Steveston with the Town Centre and for enhancement of the pedestrian and bicycle trail running parallel to Railway Avenue. Through comprehensive redevelopment, both uses can be successfully accommodated along with upgrading of Railway Avenue, and multi-family residential uses. The planning approach necessary to achieve these goals disregards existing ownership patterns. As a result, considerable flexibility is demonstrated in achieving public and private objectives and both the Municipality and CP Rail are presented with attractive development opportunities and benefits within a mutually supportive strategy.

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**West Section** - *Located between Railway Avenue and No. 1 Road.*

Within this section of the Rail Corridor, various uses compete with transit for redevelopment of the CP Rail line. Opportunities exist to develop commercial uses at No. 1 Road, open space and trail uses where the existing rail line cuts through Steveston Park, and residential uses adjacent to Railway Avenue. Future Municipal objectives for transit with regard to type and routing will, however, determine the extent of these development opportunities and the role of the rail line as a "wall" between adjacent neighbourhoods or a "seam" knitting them together.

## **CONCLUSIONS**

The findings of this study demonstrate Municipal and CP Rail objectives to be mutually supportive and that through a comprehensive planning strategy, both sets of objectives can be met and significant mutual benefits realized.

### **Municipal benefits include:**

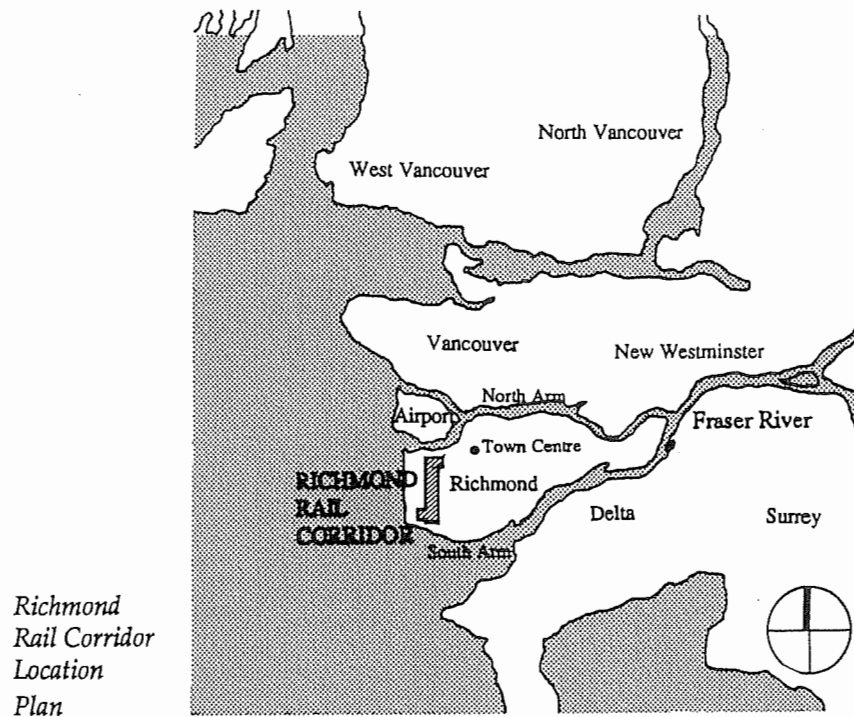
- creation of a character area or three character sub-areas within Richmond;
- accommodation of residential demand within high quality development;
- incorporation of long term transit requirements within a supportive and comprehensive development strategy;
- enhancement of the Municipal open space network and local neighbourhood amenities;
- identification of cost sharing opportunities with regard to public open space implementation; and
- establishment of a civic route linking Steveston and the Town Centre.

### **CP Rail benefits include:**

- disposal of their surplus property; and
- participation in the creation of distinctive neighbourhoods in Richmond.

## 1.0 INTRODUCTION

Located strategically within the Lower Mainland, Richmond is a desirable residential community and sought after commercial address. As a result, Richmond is under increasing pressure to grow and change. Long and short term planning responsive to the needs of Richmond residents today and in the future is critical if these pressures are to be met. Planning of the Richmond Rail Corridor presents the community with just such an opportunity.



CP Rail has suspended rail operations between No. 2 Road and Steveston. The Municipality and CP Rail agreed to conduct this study investigating the CP Rail land holdings and contiguous Municipal properties including Railway Avenue and other developed and undeveloped road rights-of-way (r.o.w.) The purpose of this study is to identify opportunities and redevelopment alternatives for these properties that have the support and agreement of both CP Rail and the Municipality.

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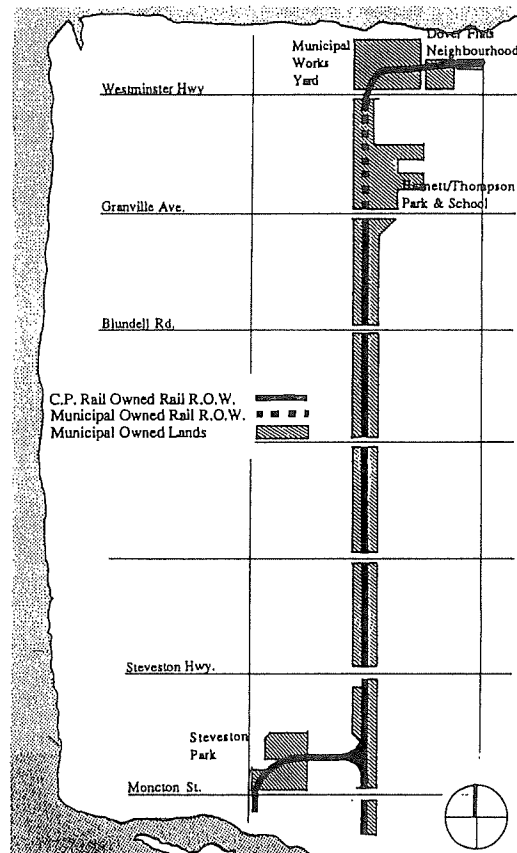
This stage of work addresses the basic ability of the land in question to sustain a form of redevelopment, which supports both public and private interests, and identify the general implications of such development. The study methodology includes four steps:

- Identification of general and specific development issues;
- Investigation of site specific development alternatives;
- Extrapolation of the findings and their implications along the Rail Corridor; and
- Conclusions and recommendations articulating the opportunities for redevelopment of the Rail Corridor.

Subsequent to this study, additional information and further investigation will be required to address issues specific to potential uses and forms of development and economic considerations.

## 2.0 STUDY AREA

The Rail Corridor includes a CP Rail owned r.o.w. and adjacent Municipal properties. The rail r.o.w. under study runs for approximately 4.4 miles extending from No. 2 Road in the north to Brunswick Drive in the south and including a spur line to Steveston south of Garry Street.



*Rail Corridor  
Study Area*

CP Rail land holdings typically consist of the linear strip which supports the existing rail line. This strip varies between 52 feet and 66 feet in width along the length of the rail line. CP Rail's ownership is continuous except at street crossings and between Westminster Highway and Granville Avenue where it is interrupted by Municipal ownership.



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Municipal land holdings within the Rail Corridor are typically two types: the narrow linear strips developed as Railway Avenue, McCallum Road and Geal Road and similar undeveloped parcels paralleling the rail line; and, large parcels of land through which the rail line passes including portions of the Dover Flats Neighbourhood, the Municipal Works Yard, Burnett/Thompson Park and School site and Steveston Park.

### 3.0 STUDY PURPOSE

The purpose of the study is to determine if through development of the Rail Corridor it is possible to achieve both the Municipality's and CP Rail's objectives for the area. It is intended that this investigation not be constrained by existing property ownership boundaries nor should it conclude with the identification of a single preferred development option. The objectives as stated in the study terms of reference are:

#### **The Municipality:**

- To reserve a corridor for future transportation use, recognizing that the mode of such transportation use may include any combination of private automobile, public transit using either rubber tired vehicles or fixed rail technology, and bicycle paths; and
- To reserve lands for public open space use, including parks and trails.

#### **CP Rail:**

- To dispose of their surplus land assets to the best advantage of their shareholders, mindful of the legitimate aspirations of the general public; and
- To determine to what extent land use development opportunities can be identified.

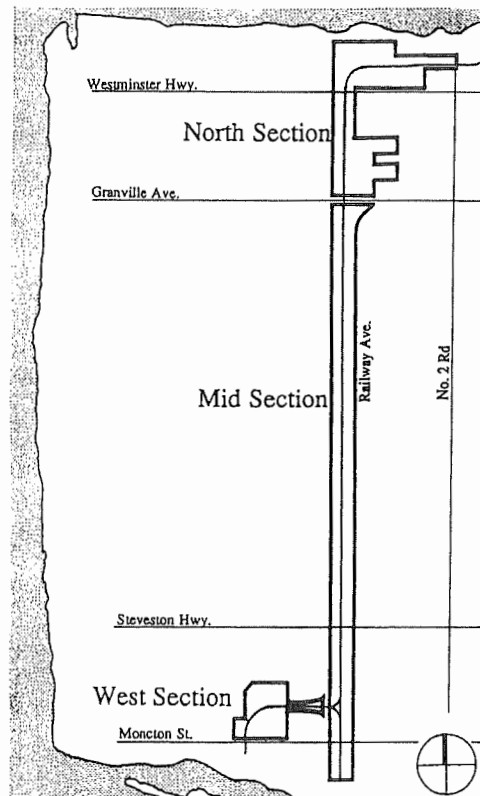
In addition to the Municipality's objectives for redevelopment of the Rail Corridor, site specific directives have been identified including:

- The Municipal classification of Railway Avenue as an arterial requires the existing roadway be improved to provide for four lanes of traffic, left turn lanes and on-road bicycle lanes;
- Railway Avenue's image should be upgraded to Railway Boulevard reflecting the increased residential and tourist significance of Steveston and its role as an important component of the route joining Steveston, and the Town Centre (with possible connections to Bridgeport Market);
- Public transit accommodated within the corridor should respond to tourist and commuter requirements; and

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- Redevelopment of the Rail Corridor should enhance the Richmond Trails system where it links the south and middle arms of the Fraser River via the Railway Boulevard alignment.

## 4.0 GENERAL DEVELOPMENT ISSUES

The configuration and land ownership of properties within the Rail Corridor and the relationship of the Corridor to adjacent properties and Municipal systems vary along the length of the study area and impact redevelopment opportunities in distinct ways. These differences facilitate division of the study area into three sub-areas: the North Section, the Mid-Section and the West Section.



*Three Sub-Areas  
within Study Area*

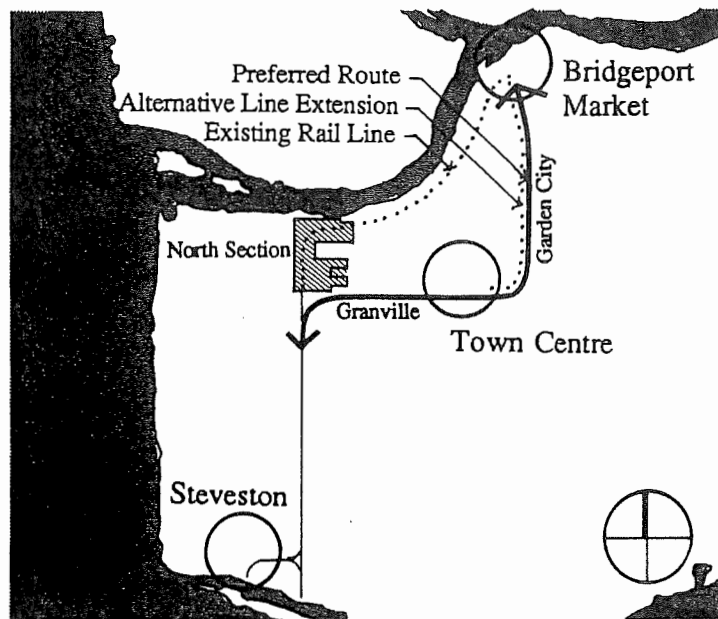
### 4.1 NORTH SECTION

Located between No. 2 Road and Granville Avenue, this sub-area is characterized by a narrow rail r.o.w. bisecting large parcels of Municipally owned lands including portions of the Dover Flats Neighbourhood, and the Municipal Works Yard. The CP Rail land holdings are primarily limited to the rail r.o.w. located between No. 2 Road and Westminster Highway; the remaining portion of the rail line between Westminster High-

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way and Granville Avenue including the Burnett/Thompson Park and School site is Municipally owned.

Redevelopment of the North Section of the Rail Corridor must be considered, firstly, in terms of the opportunity the rail line r.o.w. presents as a transportation link between Steveston and Bridgeport Market and, secondly, with regard to development opportunities within the sub-area.



*Transportation Corridor  
Route Alternatives*

The Municipal objective to provide a transportation corridor and transit link between Steveston, the Town Centre and Bridgeport Market addresses the needs of local residents, business and tourism. Use of the rail line r.o.w. to the north of Granville Avenue for this purpose results in an indirect and inefficient link between Steveston and the Town Centre neither conducive to commuter use nor well suited to commercial interests. A preferable routing links Steveston to the Town Centre directly via Granville Avenue, and the Town Centre to Bridgeport Market via Garden City Way. This strategy identifies a route that links together Steveston, the Town Centre and Bridgeport Market via an important road-oriented corridor

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already suited to car and bicycle traffic and adaptable to various forms of transit including light rail.

Given the apparent undesirability of a transportation corridor within the North Section, local development opportunities take precedence in determining future land uses. These opportunities are the subject of a separate planning study investigating the Dover Flats Neighbourhood, including approximately 14.5 acres of Municipal Lands and approximately 20 acres of privately owned properties. The study is focussed on establishment of appropriate land uses, including residential, for which excellent development opportunities have been identified along with open space. A similar study will be required to identify the long term use for the 32 acre Municipal Works Yard where, as in the case of Dover Flats, opportunities for residential and open space uses appear exceptional and would serve to bridge between adjacent residential neighbourhoods. In both cases, therefore, important redevelopment opportunities exist.

Property ownership is an important issue to be considered with regard to redevelopment of both Dover Flats and the Municipal Works Yard. The amount of land owned by CP Rail is small relative to that of the Municipality and its limited access and configuration severely restrict independent redevelopment of uses other than transportation or open space. CP Rail owned properties are, however, critical to the effective development of adjacent public and private land as the rail r.o.w. (as existing or as a transit corridor) represents a barrier to creation of cohesive, livable neighbourhood units and, thus, to the realization of redevelopment opportunities. Redevelopment of the rail r.o.w. within comprehensive neighbourhood strategies, however, removes this barrier and greatly enhances residential opportunities throughout the area.



*Aerial photo looking east from the Municipal Works Yard at the bottom to No. 2 Road at the top.*



*Aerial photo looking north from Granville Avenue at the bottom to the Fraser River at the top.*

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The remaining portion of the Rail Corridor within this sub-area is a narrow Municipally owned rail line r.o.w. cutting through a large Municipal parcel, the Burnett/Thompson School and Park site. Redevelopment of the r.o.w. as public open space is desirable as it would effectively remove the barrier the line currently poses in the park and support stated Municipal objectives with regard to the Richmond Trails Plan. Therefore, as with other portions of the sub-area, redevelopment of the rail line is important to the livability and viability of adjacent uses.

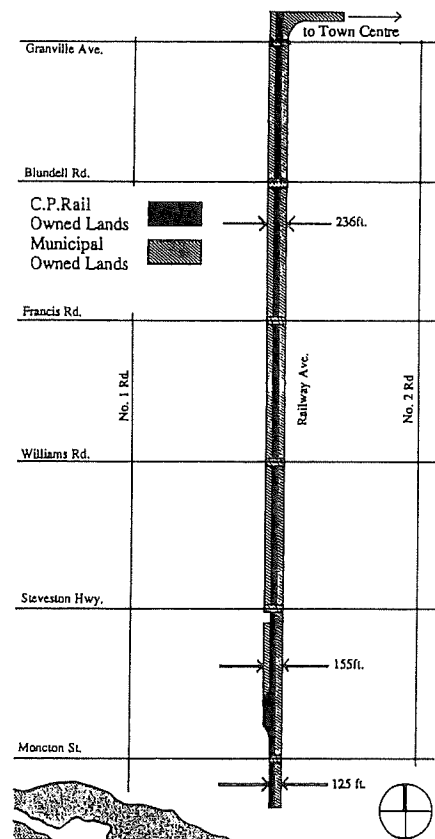
In summary, investigation of the North Section indicates that redevelopment of the rail r.o.w. is key to realizing the exceptional residential potential of the Dover Flats Neighbourhood and the Municipal Works Yard. Comprehensive planning for residential and open space uses in this area facilitates development of attractive, livable residential neighbourhoods integrated with the existing residential community and public open space network. Alternatively development of the rail line as a transit corridor seriously impacts residential potential and livability and raises questions as to the validity of a transit route which by-passes the Town Centre. The integration of the rail line into the future development is, therefore, critical to successful redevelopment of the North Section.



## 4.2 MID-SECTION

The sub-area is located between Granville Avenue in the north and Brunswick Drive in the south. The CP Rail land holding is comprised of a narrow rail r.o.w. varying between 50 ft. to 53 ft. in width extending the entire length of the sub-area. The Municipal properties include road r.o.w.s adjacent to the rail line. East of the rail line is the Railway Avenue r.o.w. which varies in width between 50 ft. and 117 ft., and to the west the 66 ft. road r.o.w. which has been partially developed into Geal and McCallum Roads. In addition, the Municipal properties include the triangular parcel located at the intersection of Granville and Railway Avenues. This parcel is a reminder of the original CP Rail line which ran parallel to Granville Avenue. Land adjacent to the Rail Corridor is developed with residential uses including both single family and multi-family on a mixture of small and large lots.

*Property Ownership  
within Mid-Section  
of Rail Corridor*



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In order to determine the extent of development opportunities within the Mid-Section, it is necessary to identify the role of the sub-area with regard to public uses first and then determine what opportunity exists to address the private objectives of CP Rail. Municipal objectives identify the upgrading of Railway Avenue to arterial standards and the enhancement of the public open space trail system paralleling Railway Avenue to be of primary importance within any redevelopment plan. In addition, Railway Avenue is critical to creation of a transportation and transit corridor linking Steveston with the Town Centre and the Municipality wishes to encourage an improved image in keeping with this important civic role.

These three public uses, road, transit and trail, must be provided in parallel alignments along most or all of the Mid-Section of the Corridor. Similarly, introduction of other uses within the Corridor will need to be accommodated in linear parcels parallel to Railway Avenue. Existing property ownership boundaries also follow a pattern of parallel strips suggesting they may readily accommodate the required uses.



*Aerial photograph looking north  
from Francis Road to Granville  
Avenue*



*Aerial photographs of the Mid-Section showing the area north from Steveston Highway above and the area north from Brunswick Drive below.*



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Preliminary investigation into redevelopment opportunities within the Mid-Section demonstrate, however, that it is not possible to accommodate all the required public uses within either of the Municipal r.o.w.s, nor is it desirable to split the uses and accommodate some in the r.o.w. to the east of the Rail line and some in the r.o.w. to the west. Therefore, respect of existing property ownership boundaries is inappropriate as a basis upon which to approach redevelopment.

Further investigation indicates that public uses can be accommodated and opportunities for private development exist if property boundaries are disregarded, but that more detailed analysis is required to understand the extent of such development. Issues and opportunities for redevelopment of the Mid-Section are focussed on tailoring the uses to the land available and fitting these uses with adjacent properties. The width and configuration of the Rail Corridor is, therefore, a significant issue to be addressed in order to ascertain the redevelopment opportunities which exist. In Section 6.0, Mid-Section Development, a series of Development Alternatives for the Mid-Section are presented.

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### 4.3 WEST SECTION

This sub-area of the Rail Corridor spans west from Railway Avenue to Steveston's commercial area. Within this section the land available for redevelopment is limited to the property owned by CP Rail including the 50 ft. wide rail r.o.w., the rail line terminus at Moncton Street and No. 1 Road and a triangular parcel adjacent to Railway Avenue, a legacy of the connection between the north-south and east-west rail lines and the turning radius of rail vehicles. The only other property within the Rail Corridor is the 28.8 acre Municipally owned Steveston Park.



*Aerial photograph looking east  
from Steveston to Railway Avenue*

Redevelopment opportunities within this sub-section are reliant on transit related issues. If transit is to be accommodated on the street system via buses or trolleys, then the CP Rail r.o.w. could be developed as an extension of adjacent uses as follows:

*South of Moncton Street:* non-residential uses including street oriented retail at grade, with office above, or uses which complement Steveston's increasing tourism role and reinforce the existing village streetscape;

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*At Steveston Park:* public open space that unites the two halves of the Park;

*East of Steveston Park:* public open space/trail that links Steveston Park with Railway Avenue and knits together the adjacent residential neighbourhoods; and

*Triangle at Railway Avenue:* Residential uses which complement existing adjacent development and the residential development proposed for the Mid-Section.

Accommodating transit on the street system may require widening of existing street r.o.w.s resulting in considerable local impact and public cost. Use of the existing rail alignment for transit could, therefore, prove to be desirable, if not necessary, to satisfy Municipal objectives. If use of the rail alignment for transit is determined to be necessary, development opportunities for other uses are impacted. The amount of non-residential development at Moncton Street and No. 1 Road would be reduced, as would residential uses at Railway Avenue and open space opportunities throughout. Development of non-residential and residential uses need not, however, be precluded by transit. In fact, development of both uses, along with open space, will likely be critical to the sensitive introduction of transit within the existing community fabric.

Future Municipal objectives for transit with regard to type and routing will, therefore, determine the extent of development opportunities within this sub-area and, the role of the rail line as either a "barrier" separating adjacent neighbourhoods or a "seam" knitting them together.

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#### 4.4 SUMMARY

Analysis of the general issues regarding Rail Corridor configuration, land ownership patterns and linkages between Steveston and the Town Centre demonstrates that different redevelopment opportunities exist for each of the three sub-areas.

*North Section:* Prime residential and open space development opportunities exist within the North Section. Comprehensive planning is required to integrate the existing rail r.o.w. into the proposed redevelopment. Alternative development of the rail r.o.w. for transit would seriously compromise residential potential and livability of the area and raises questions as to the validity of a transit route that by-passes the Town Centre.

*Mid-Section:* Planning of this sub-area is critical to achieving Municipal objectives for both transportation and open space. Investigation indicates that in addition to public uses, private development can be accommodated, but that more detailed analysis is required to determine the extent of such development. This detailed analysis is presented in Section 6.0, Mid-Section Development. Issues and opportunities for redevelopment of the Mid-Section are focussed on the tailoring of proposed uses to the land available and neighbouring development.

*West Section:* Within this section of the Rail Corridor, various uses compete with transit for redevelopment of the CP Rail r.o.w. Opportunities exist within this section to develop commercial uses at No. 1 Road, open space and trail uses where the existing rail line cuts through Steveston Park, and residential uses adjacent to Railway Avenue. Future Municipal objectives for transit with regard to type and routing will, however, determine the extent of these development opportunities and the role of the rail line as a "barrier" separating adjacent neighbourhoods or a "seam" knitting them together.

#### Conclusion

Further investigation should be undertaken to better determine the extent and form of development opportunities which

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exist in the Mid-Section. The North and West Sections, however, require the Municipality to articulate public objectives for transit and associated land allocations, and planning already underway for the Dover Flats Neighbourhood before a more detailed assessment of development potential can be made.



## 5.0 SPECIFIC DEVELOPMENT ISSUES

Within the Mid-Section, investigation is needed into possible forms of development and their implications for redevelopment. In this section of the study, issues and opportunities specific to the Mid-Section are identified and grouped under the four uses identified by the public and private objectives for the redevelopment of the Rail Corridor: Railway Boulevard, Transit, Trails and Parks, and Development. The conclusions of this analysis form the basis for identification of the development opportunities described in Section 6.0, Mid-Section Development.

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## 5.1 RAILWAY BOULEVARD

### Issues

- What is the most effective way to accommodate Railway Avenue's arterial requirements within the Rail Corridor while respecting other land use opportunities?
- How can the Municipality's objective regarding the image of "Railway Boulevard" best be achieved?

### Analysis

- The existing road r.o.w. is too constricted to meet arterial standards for four driving lanes, left turn and bicycle lanes.
- Arterial requirements and access to existing properties which must be maintained make redevelopment of Railway Avenue the least flexible of the four land uses within the Rail Corridor.
- The siting of the arterial towards the eastern side of the Rail Corridor:
  - a) maximizes parcel depth to the west where other land uses can be developed unhampered by access problems or interruptions; and
  - b) facilitates convenient access to existing single family properties along the road's eastern boundary while minimizing land devoted to special access measures (i.e. lanes or extended driveways).
- Within the Rail Corridor, a variety of means are available to establish a distinctive character for Railway Boulevard. However, for Railway Boulevard to perform effectively as part of the civic route linking Steveston with the Town Centre, it is important that a strong sense of continuity be established with Granville Avenue and Moncton Street. Appropriate elements include:
  - the relationship of land uses to the street (as opposed to the land use itself);
  - bold landscape elements (i.e. rows of poplars which are visible from a distance and traditionally demarcate property lines or routes);
  - historic references (i.e. to the rail or interurban lines); and

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- special land uses which are highly visible and distinctive (i.e. rail transit).

### **Conclusions**

- Arterial road requirements can be achieved while maintaining a variety of public and private development opportunities within the Rail Corridor.
- The image of Railway Boulevard must be articulated as an integral part of the entire Steveston/Town Centre civic route through appropriate land uses and development form and siting.

### **Response**

- Locate Railway Boulevard towards the eastern side of the Rail Corridor.
- Consider special landscaping, uses (i.e. rail transit), etc. which create a distinctive environment for Railway Boulevard and provide for continuity along the civic route.

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## 5.2 TRANSIT

### Issues

- What is an appropriate range of transit alternatives to pursue?
- How should transit be sited within the Rail Corridor and in relation to other uses to be effective and sensitive?

### Analysis

- Bus service linking Steveston to the Town Centre (and Bridgeport Market) is readily accomplished and should be considered the minimum level of public transit provided in all transit options.
- In addition to bus service, two proposed transit alternatives have been discussed by Municipal staff. They are:
  - a) a lower ridership, scenic/character service geared primarily to tourists; and
  - b) a higher ridership, more efficient service geared to commuters and other users.
- Issues regarding rail transit include noise, safety, physical compatibility with adjacent uses and corridor dedication. Transit models such as the light rail system used by Portland commuters and the slower speed tourist system used in Seattle demonstrate that noise can be minimal, safety issues can be addressed effectively, and compatibility can be addressed through attention to design and siting. With regard to corridor dedication, Portland's system was installed successfully through an existing residential area along an existing street r.o.w., but only after considerable public effort and cost. If rail transit is to be maintained as an option for Richmond's future, land should be committed now through comprehensive planning of the Rail Corridor. (This could include the triangular parcels at Granville Avenue and south of Garry Street designed to accommodate rail vehicle turning requirements.).
- The location of a light rail transit line within the Rail Corridor is a critical factor in determining the area's overall development potential. Transit can, for example, make open space and residential adjacencies problematic. Many cities, including Toronto and Portland, have successfully

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addressed this issue by locating rail transit in the middle of existing road r.o.w.'s away from sensitive adjacent uses. This approach is appropriate within Richmond's Rail Corridor.

## Conclusions

- Transit options are:
  - a) *Bus Only*: Municipal on-road bus service will be provided to Steveston via Granville Avenue and Railway Boulevard.
  - b) *Scenic Trolley*: In addition to bus service, a single track electric system with overhead wires will be provided, similar to the Seattle model, with sidings as required. Trolley service to Steveston will follow a centre median down Granville Avenue and Railway Boulevard either to Moncton Street or to the CP Rail r.o.w. through Steveston Park.
  - c) *Commuter Rail*: In addition to bus service, a double track electric system with overhead wires will be provided, similar to the Portland model. Commuter rail service to Steveston will follow a centre median down Granville Avenue and Railway Boulevard to the CP Rail r.o.w. through Steveston Park.

## Response

- Investigate all three transit options further and their implications for redevelopment.

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## 5.3 TRAILS AND PARKS

### Issues

- What are the physical requirements and development implications of the Richmond Trails Plan within the Rail Corridor?
- How can development of the Rail Corridor best contribute to Municipal open space needs?

### Analysis

- Richmond Trails Plan designates the dyke-Railway Avenue route to be developed as one of two major trail circuits within the Municipality. The plan requires future adjacent developments be aware of their potential influence on this linear open space and encourages connections with smaller circuits and existing parks. Analysis indicates that a linear open space, 20 ft. to 30 ft. wide, will effectively support objectives for the trail in this area and that use of the trail could be enhanced if located west of Railway Boulevard where interruptions (i.e. driveways) can be minimized.
- Richmond Leisure Services recognizes that the Rail Corridor passes through areas with open space deficiencies, however, no specific open space targets exist for the Corridor. In addition, analysis of Municipal criteria for parks indicates that development within the Rail Corridor is problematic due to:
  - poor accessibility;
  - isolated location away from any neighbourhood focus;
  - poor visibility and surveillance; and
  - Rail Corridor configuration which precludes development of rectangular parks.
- Relationships between the trail and other proposed uses for the Rail Corridor present a number of issues and opportunities including:

*Railway Boulevard* - Close proximity of the trail and road would: enhance trail visibility and surveillance; permit sharing of commuter and pleasure bicycle activities between road and trail ; and enhance Railway Boulevard's image and role within the Municipality.

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*Rail Transit Corridor* - Close proximity of the trail and a rail transit corridor would isolate the trail from other uses, limit convenient access, surveillance and visibility, and impair safety and usability.

*Development* - Residential uses developed along the west side of the Corridor and adjacent to the trail would buffer existing residential neighbours; front the trail in a complementary manner; enhance trail surveillance and visibility; and, enhance local use of the trail.

## Conclusions

- Recreation and open space opportunities for the redevelopment of the Rail Corridor include:
  - the development of a 20 ft. to 30 ft. wide continuous trail to address Municipal goals. Where possible, the trail should be fronted by residential development, be adjacent to Railway Boulevard and be buffered from the transit corridor;
  - the creation of rectangular corner parks at all major intersections, where access is best, to encourage use of the trail system, accommodate recreation facilities, and enhance the character of Railway Boulevard;
  - the development of pocket parks within the trail system to facilitate the integration of existing open spaces and parks with the trail system, accommodate local residential recreational needs and those of the trail users and enhance the character of Railway Boulevard; and
  - the opportunity for the trails system and other public open spaces to benefit from and respond to special features of Rail Corridor redevelopment ( i.e. character trolley, special landscaping and improved access).

## Response

- Develop a 20 ft. to 30 ft. trail, corner parks and pocket parks in a manner which is responsive to the unique opportunities of each redevelopment option.

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## 5.4 DEVELOPMENT

### Issues

- Can the Rail Corridor accommodate private uses in addition to required public uses without compromising the objectives of the latter?
- How does the introduction of private uses impact the fit of Rail Corridor redevelopment with the surrounding community?

### Analysis

- The Rail Corridor configuration is adequate to accommodate the required public uses - Railway Boulevard, transit and the trail - along with development of other uses if accommodated along the west side only. This configuration allows for continued access to properties fronting the east side of Railway Boulevard, sufficient parcel depth for development on the west side of the street, and framing of the new Boulevard.
- The Mid-Section of the study area runs through lands primarily developed with single family houses, duplexes and low-rise multi-family uses. Trends toward densification are already evident here as smaller lots and multi-family projects are replacing the last of the area's larger parcels. Creation of a transit corridor within the Rail Corridor will further increase pressures toward densification. Introduction of residential uses within the Rail Corridor will address projected residential demand and respond sensitively to the scale and character of existing residential neighbours. Non-residential uses are not considered appropriate for redevelopment here.
- Upgrading of Railway Avenue to meet arterial and transit requirements could negatively impact the livability of adjacent existing residences and require special mitigating measures be taken. Similarly, the new image desired by the Municipality for Railway Avenue could be impaired by the uncomplimentary nature of existing adjacent development including backyard fences and a mix of housing forms and require redevelopment address this. Introduction of residential uses within the Corridor provides the opportunity



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to: respond sensitively to the scale and character of Railway Boulevard; enhance usability of the trail system (i.e. surveillance, users, etc.); provide an effective buffer between existing homes and Railway Boulevard; and, mask unattractive backyard fences.

- The configuration of the Rail Corridor and complexities related to access to existing and proposed development place special constraints on redevelopment. As the preferred location for both residential development and the trail is to the west of Railway Boulevard and interruption of the trail must be minimized, access is further constrained. Proposed residential development must attempt to minimize access points to Railway Boulevard through shared driveways. This can be accommodated by single family development but is better achieved by multi-family development with common parking.

### **Conclusions**

- Residential is an appropriate use to incorporate within the Rail Corridor and is potentially mutually supportive of the public uses proposed and adjacent residential neighbourhoods.
- Residential development should be situated to the west of Railway Boulevard.

### **Response**

- Investigate redevelopment options including both single family and multi-family residential uses.

## 7.0 CONCLUSIONS

The findings of this study demonstrate Municipal and CP Rail objectives to be mutually supportive and that through a comprehensive planning strategy, both sets of objectives can be met and significant mutual benefits realized.

- Municipal objectives to reserve a corridor for future transportation use and lands for public open space can be successfully accommodated through redevelopment of the Rail Corridor. Planning around these uses demonstrates flexibility and the ability of redevelopment to effectively integrate the Rail Corridor with adjacent neighbourhoods and broader Municipal networks while establishing a distinctive character appropriate to its civic role and residential context.
- CP Rail objectives to dispose of their surplus land assets to the best advantage of their shareholders are well served by the important residential development opportunities identified within and adjacent to the Rail Corridor. In addition, properties owned by CP Rail are demonstrated to be critical to both the achievement of public goals for the Rail Corridor and for effective planning of adjacent neighbourhoods.
- Furthermore, findings demonstrate Municipal and CP Rail objectives to be mutually supportive surrounding issues of open space usability, transit demand, residential densification and cost sharing with regard to public open space. Redevelopment strategies with no opportunity for private development, however, not only perform poorly relative to CP Rail objectives, but less successfully address Municipal objectives than strategies with private development.

### REDEVELOPMENT OPPORTUNITIES

Investigation into opportunities for redevelopment of the Rail Corridor reveals that the potential to address public and private objectives varies and defines three distinct sub-areas within the study area.

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**North Section:** *Located between No. 2 Road and Granville Avenue*

Redevelopment of the rail r.o.w. is key to realizing the exceptional residential potential of the Dover Flats Neighbourhood and the Municipal Works Yard. Comprehensive planning for residential and open space uses in this area facilitates development of attractive, livable residential neighbourhoods integrated with the existing residential community and public open space network. Alternatively, development of the rail r.o.w. as a transit corridor seriously impacts residential potential and livability and raises questions as to the validity of a transit route which by-passes the Town Centre. The integration of the rail r.o.w. with the future development is, therefore, critical to successful redevelopment of the North Section.

**Mid-Section:** *Located between Granville Avenue and Brunswick Avenue*

Planning of this section of the study area is critical to achieving Municipal objectives for both a transportation corridor lining Steveston with the Town Centre and for enhancement of the pedestrian and bicycle trail running parallel to Railway Avenue. Through comprehensive redevelopment, both uses can be successfully accommodated along with upgrading of Railway Avenue, and multi-family residential uses. The planning approach necessary to achieve public and private objectives and both the Municipality and CP Rail are presented with attractive development opportunities and benefits within a mutually supportive strategy.

**West Section:** *Located between Railway Avenue and No. 1 Road.*

Within this section of the Rail Corridor, various uses compete with transit for redevelopment of the CP Rail line. Opportunities exist to develop commercial uses at No. 1 Road, open space and trail uses where the existing rail line cuts through Steveston Park, and residential uses adjacent to Railway Avenue. Future Municipal objectives for transit with regard to type and routing will, however, determine the extent of these development opportunities and the role of the rail line as a "wall" between adjacent neighbourhoods or a "seam" knitting them together.

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## RECOMMENDATIONS

The following recommendations are intended to further assist in comprehensive planning of Rail Corridor redevelopment responsive to both Municipal and CP Rail objectives.

- Initiate discussions between the Municipality and CP Rail regarding future comprehensive development of the Rail Corridor.
- Develop the process for obtaining public involvement in the planning of the Rail Corridor redevelopment.
- Identify preferred regional and local transit systems, and determine desired routes and necessary infrastructure.
- Define specific open space requirements for the Rail Corridor including spatial requirements for the trail, spatial requirements and programming for parks, accessibility and usability standards, and development and maintenance strategies including financial opportunities and implications.
- Establish livability criteria appropriate for development in the three sub-areas of the Rail Corridor, determine the range of residential densities and desired character for each, and identify the elements and means critical to establishment of those characters.

## Referrals

Councillor Harold Steves

July 2, 2019

### 1) Transit Exchange at Steveston Community Park:

That staff consider the use of 4320 Moncton Street as part of a full transit exchange at Steveston Community Park and report back to council.

The City owns property at 4320 Moncton St, valued a \$12,677,000, with 4,532 sq. m. deeded and additional access from road allowances on the east and west sides.

### 2) Rapid Transit Link to Steveston:

That Staff review the report "Rapid Transit Link to Steveston", schedule 2 to the minutes of the General Purposes Committee Meeting held on Tuesday, December 21, 2004 and recommend potential routes for Richmond Rapid Transit Phase 2 connecting the Canada Line to Steveston with LRT and a recommended site for a future LRT transit centre in Steveston.

### 3) Rapid Transit to Steveston and Ladner/White Rock via an LRT Tunnel at Massey tunnel announced by premier Van Der Zalm, August 1989.

That staff prepare options for LRT across Richmond to an LRT Transit Tunnel at Massey Tunnel utilizing the Shell Road Railway Line from Bridgeport, or a connection to the Canada Line, or a combination of both.

Addition to Referral of July 2, 2019,

Councillor Harold Steves, July 8, 2019

4) Urban Centre & FTDA Policy Review Background Paper, June 24, 2019

That staff consider rejection of a Chatham Street bus exchange and related Frequent Transit Network Corridor that would require densification 400 metres on each side of a route from Railway Avenue along Williams Road, Springmont Drive, Seventh Avenue and Chatham Street west of Third Avenue.