

Schedule 22 to the Minutes of
the Council Meeting for
Public Hearing held on
Monday, March 19, 2012.



City of Richmond
Planning and Development Department

Report to Committee

To: Planning Committee Date: March 1, 2012
From: Brian J. Jackson, MCIP File: TU 11-595782
Acting General Manager, Planning and
Development
Re: Application by Firework Productions Ltd. for a Temporary Commercial Use
Permit at 8351 River Road and Duck Island (Lot 87 Section 21 Block 5 North
Range 6 West Plan 34592) for 2012, 2013 and 2014

Staff Recommendation

1. That the application of Firework Productions Ltd. for a Temporary Commercial Use Permit for property at 8351 River Road and Duck Island be considered at Public Hearing to be held on March 19, 2012 at 7:00 pm in the Council Chambers of Richmond City Hall, and that the following recommendation be forwarded to that meeting for consideration:

"That a Temporary Commercial Use Permit be issued to Firework Productions Ltd. for the property at 8351 River Road and Duck Island for the purposes of permitting an evening night market event between May 18, 2012 to October 8, 2012 (inclusive), May 17, 2013 to October 14, 2013 (inclusive) and May 16, 2014 to October 13, 2014 (inclusive) subject to the fulfillment of all terms, conditions and requirements outlined in the Temporary Commercial Use Permit and attached Schedules."

2. That the Public Hearing notification area include all properties to the north of Bridgeport Road and west of Great Canadian Way as shown in Attachment 4 to the original staff report dated February 9, 2012 from the Director of Development.

Brian J. Jackson, MCIP
Acting General Manager, Planning and Development

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Att.

FOR ORIGINATING DEPARTMENT USE ONLY		
ROUTED TO: Transportation	CONCURRENCE Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER

Staff Report

Origin

At the February 21, 2012 Planning Committee meeting, the following referral motion to staff was made:

That the application of Fireworks Production Ltd. for a Temporary Commercial Use Permit for property at 8351 River Road and Duck Island be referred to staff to examine:

- 1. Traffic issues as they apply to the application.*
- 2. Traffic management in the 8351 River Road and Duck Island area; and*
- 3. Parking issues as they relate to the proposed night market.*

This staff report responds to the February 21, 2012 Planning Committee referral and presents new information and analysis for Council's consideration of the Temporary Commercial Use Permit (TCUP) proposed at 8351 River Road and Duck Island (Lot 87 Section 21 Block 5 North Range 6 West Plan 34592) (the "subject site") for the purposes of operating a seasonal night market event during the specified periods for 2012, 2013 and 2014.

Findings of Fact

This report only presents new information and analysis on issues of concern identified in the Planning Committee referral. The traffic consultant's memorandum report is contained in **Attachment 1**. For reference, the original staff report considered at February 21, 2012 Planning Committee is contained in **Attachment 2**.

Responses to Referral and Additional Information

To respond to the referral, the event organizer's traffic consultant submitted a memorandum report (**Attachment 1**) to address concerns and identify solutions in response to traffic management and off-street parking issues related to the night market event. Transportation Division staff support the consultant's recommendations. With these recommended changes, Transportation Division staff conclude that the parking intrusion and traffic queues will be minimized to reduce impacts on surrounding businesses, land uses and City roads. The following sections detail new parking and traffic management provisions as recommended by the traffic consultant and supported by City staff.

Free Off-Street Parking on the Event Site

All of the off-street parking available on the event site for Parking Lot A (767 stalls) and Parking Lot B (738 stalls) will be free for the entire duration of the event (1,505 stalls). Three hundred stalls are required to be allocated to event vendors and employees, which leaves a remaining 1,205 total free parking stalls available for event attendees. These off-street parking requirements meet the City's minimum 1,150 of stalls required to be allocated to this event plus 300 stalls dedicated for vendors and market event employees.

The provision for free parking removes the requirement for pay booths to be situated on any portions of the event parking areas, thus increasing queuing lengths for vehicles on the site and minimizing northbound queuing on No. 3 Road as confirmed by the traffic consultant. The event organizer will also staff the parking lots with attendants assigned to direct traffic to increase parking lot circulation efficiencies, which also reduces potential vehicle queuing at the event site entrance.

Secondary Vehicle Access – West Road

As a back-up provision in the event of the occurrence of northbound queuing along No. 3 Road, the applicant proposes a secondary vehicle access at West Road. This alternative access route to the event entrance at No. 3 Road and River Road will be implemented if traffic queues materialize that impact the function of intersections south of the event site entrance along No. 3 Road. The Traffic Management Plan (TMP) and Traffic Control Persons (TCP's) will have radio communication and mechanisms in place to implement the secondary access quickly and effectively if needed. A diagram of the main vehicle access at No. 3 Road/River Road and secondary access provisions is contained in **Attachment 1**.

Information on Operations/Logistics of the Traffic Management Plan

An operational plan to detail the functioning and logistics of the TMP has been outlined by the consultant. This traffic management strategy provides information on various scenarios arising from traffic accessing and exiting the night market event site and provisions for communication amongst the Traffic Control Persons so that the TMP can be adjusted to address any queuing on City roads and implement the secondary access from West Road if required.

The TMP is subject to further review and monitoring by Transportation staff. Changes to the TMP can be made in consultation with attending RCMP members, professional Traffic Control Company staff and the event organizer, at the sole discretion of Transportation staff. All costs associated with implementation of the TMP is the responsibility of the event organizer.



All intersection locations identified as having Traffic Control Persons and signage is required to be implemented at the outset of the event and maintained until Transportation Division staff have the opportunity to monitor traffic management operations to determine if any revisions need to be made. Approval (including any revisions) of the TMP is at the sole discretion of Transportation Division staff.

Additional Parking Contingencies Being Explored by the Event Organizer

At the event organizer's own initiative, a potential contingency parking lot is being explored in the area of Bridgeport Road and No. 3 Road (Northwest corner) that would provide an additional measure to manage traffic and parking during peak operation periods. This initiative is an additional measure that goes beyond the referral requested by Planning Committee and is not a required component of the TMP approved by the City.

Conclusion

The event organizer's traffic consultant has submitted a memorandum report that responds to the February 21, 2012 Planning Committee referral related to traffic management and parking issues for the proposed night market event. Transportation staff have reviewed and support the traffic consultant's report and recommended strategies. Staff recommend approval of the Temporary Commercial Use Permit for a seasonal evening market event on the subject site from 2012 to 2014.



Kevin Eng
Planner 1

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Attachment 1 – Traffic Consultant's Memorandum Report

Attachment 2 – Original TCUP Report Considered at February 21, 2012 Planning Committee

R.F. BINNIE

Memorandum

Client oriented.
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Since 1969

To:	Victor Wei, P.Eng. and Doug Newton, City of Richmond	R.F. Binnie & Associates Ltd.
Cc:	Raymond Cheung, Firework Productions Ltd.	205 – 4946 Canada Way
From:	Jonathan Ho, P.Eng., PTOE, Traffic Engineer	Burnaby, BC V5G 4H7
Date:	March 1, 2012	tel: 604.420.1721
Project #	11-420	File # 11-420-04
Re:	2012 Richmond Night Market – Traffic and Parking Assessment	fax: 604.420.4743
	Memorandum – Final Recommendations and Findings	www.binnie.com

1.0 BACKGROUND

R.F. Binnie & Associates Ltd. (Binnie) was retained by Firework Productions Ltd., the organizer of the proposed 2012 Richmond Night Market, to prepare a Traffic and Parking Assessment Memorandum for the event. Following a series of discussions with the City of Richmond (City) staff regarding the potential traffic and parking impacts generated by the proposed special event, the memorandum summarizes the final recommendations and findings now outlined in a detailed memorandum provided to the City separately.

2.0 MEMORANDUM FINDINGS AND RECOMMENDATIONS

2.1. FREE ON-SITE PARKING

The current layout of the site shows a total of 1,505 off-street parking stalls to be provided for the duration of the event in two main parking lots. The main entrance to the parking lot will be located on No. 3 Road north of River Road. Based on the on-going discussion between the event organizer and the City, the proposed parking facility will be free of charge.

Parking Lot 'A' will provide 767 parking stalls including handicapped parking stalls and a taxi loading zone. Parking Lot 'B' will provide 738 stalls including up to 300 stalls set aside for the vendors, employees and volunteers at the event. The event organizer has also secured a number of vacant properties located in the northwest quadrant of the No. 3 Road and Bridgeport Road Intersection to be used as a potential contingency parking lot which is above and beyond the requirement set forth by the City. The usage of these properties, which are existing gravel lots and already leveled, is being sought after at the event organizer's own initiative should vehicles need to be distributed there in order to relief the queuing on No. 3 Road and only if the proposed parking lots are at capacity.

Previous traffic analysis found the 95th percentile queue length on No. 3 Road is approximately 70 m (up to Beckwith Road with approximately 180 m remaining before reaching Bridgeport Road) assuming that the facility is paid only and there will be fee collection booths set up at the entrance to the parking lots. Since the night market parking facilities will now be free of charge, the need for the fee collection booths is eliminated thus it also removes a significant "bottleneck" on No. 3 Road

entering the parking lots; therefore, the northbound queuing concern on No. 3 Road is greatly minimized.

Within the main parking lots, there will also be parking attendants equipped with radio communication working in the main night market parking lots to direct traffic to proceed to the next available stall in an efficient manner thus minimizing any blockage to the lot entrance. If required, the potential contingency parking lot on No. 3 Road will be used to help relieve the queuing on No. 3 Road waiting to enter the event ground.

2.2. ALTERNATE ACCESS USING WEST ROAD

If the northbound queue on No. 3 Road becomes a concern, the trained Traffic Control Personnel (TCP) stationed at the intersection of No. 3 Road and Bridgeport Road will direct the traffic to access the night market via an alternate route using West Road and then River Road. The total length of this route is approximately 300 m, therefore allowing an additional 45 vehicles to be stored before re-joining the queue on No. 3 Road with the help of a TCP.

If the main parking lots for the night market are near capacity, the detoured traffic can also access the potential contingency parking lot directly from West Road without the need to re-enter No. 3 Road in order to avoid adding more traffic demand on it.

2.3. TRAFFIC MANAGEMENT STRATEGIES

The focus of the TCP is to ensure the northbound traffic queue on No. 3 Road does not spillback to either Bridgeport Road or Sea Island Way which will have significant negative effect on the through traffic movements. The TCP, which will maintain constant radio communication to relay information between intersections, will be instructed to undertake the following traffic management strategies as soon as potential queuing concerns are identified:

Scenario 1: Northbound queue on No. 3 Road becomes significant:

- The TCP stationed at the entrance to the night market parking facilities and at the Bridgeport Road intersection will maintain radio communication to identify any issues that exist.
- The TCP stationed at the Bridgeport Road intersection will direct traffic to proceed westbound and access the site via West Road and then River Road.
- The TCP stationed at the No. 3 Road and River Road intersection will assist the detoured traffic to rejoin the queue on No. 3 Road once the demand reduces.

Scenario 2: Northbound queue on No. 3 Road becomes significant due to parking facilities reaching capacity:

- The TCP stationed at the entrance to the night market parking facilities will notify the TCP stationed at the No. 3 Road and Bridgeport Road intersection to begin utilizing the potential contingency parking lot.

- Traffic on No. 3 Road will be distributed to park at the potential contingency parking lot and proceed to the event ground on foot along No. 3 Road.
- The potential contingency parking lot will continue to be used until parking stalls are once again available for use at the main parking facilities.

Scenario 3: Eastbound left-turn queue on Sea Island Way becomes spillback into the through lanes:

- The TCP stationed at the Intersection of Bridgeport Road will begin stopping the westbound and southbound traffic in order to clear the queue within the short segment between Sea Island Way and Bridgeport Road.
- Once the queue on the short segment is cleared, the TCP stationed at the Sea Island Way Intersection will stop all conflicting movements to allow the eastbound left-turn and through traffic to proceed.
- After the left-turn queuing issue is addressed, the traffic flow will revert back to normal at the Sea Island Way Intersection.

Scenario 4: Westbound queue on Bridgeport Road becomes excessive:

- The TCP stationed at the Intersection of Bridgeport Road will begin stopping the northbound traffic from allowing more vehicles to join the queue on No. 3 Road.
- The TCP will clear any blockage in the Intersection immediately to all the westbound traffic to proceed through the Intersection. The night market traffic will be directed to use West Road to access the night market by re-joining the queue on No. 3 Road with the help of the TCP stationed at the River Road Intersection.
- If necessary, the detoured traffic can also access the potential contingency parking lot from West Road if the night market parking facilities are near capacity.

Under severe conditions, the existing signal at the intersection of No. 3 Road and Bridgeport Road may be overridden by the local detachment of the Royal Canadian Mounted Police (RCMP) and with their supervision and direction, the TCP may assume control of the intersection to direct traffic in an efficient manner to clear the northbound queues and to minimize the delay to the westbound through traffic on Bridgeport Road which may include people destined for the Vancouver International Airport to catch flights.

2.4. TRAFFIC FLOW USING NO. 3 ROAD AND WEST ROAD ONLY

Temporary guide signs installed on Bridgeport Road, Garden City Road and Sea Island Way will direct the night market traffic to use No. 3 Road, and West Road if necessary, to access the event ground; therefore, the previous concerns raised by the casino operator that traffic operations on River Road would be compromised is addressed. The event organizer and the City had explored further means of minimizing the night market traffic on Great Canadian Way and River Road by closing off the east approach of the No. 3 Road and River Road Intersection; however, it was not recommended since it

will have negative effect on the casino traffic as they may arrive using No. 3 Road and realize that there is no right-turn access at River Road to reach the casino parkade.

For the outbound traffic, the TCP will direct the drivers to exit using No. 3 Road only. At the Bridgeport Road Intersection, the southbound left-turn movement will be prohibited if necessary and the resultant traffic heading in the eastbound direction will make the left-turn at the Sea Island Way Intersection to ensure that queues do not form on No. 3 Road north of Bridgeport Road. The proposed inbound and outbound traffic flows are summarized in Figure 1.



Figure 1 ~ Proposed Inbound and Outbound Traffic Flows (Source: City of Richmond GIS)

2.5. ACTIVE MONITORING AND TRANSIT INCENTIVES

The study recommends that the event organizer to monitor the traffic and parking operations continuously for the duration of the event throughout the summer period. The event organizer is encouraged to collect new demographic data of the attendees. It is also understood that a video data collection tool has been purchased for the event in order to collect the nightly attendance by walking and vehicular means.

The event organizer will also track the transit mode split to determine whether the 20% target can be met. It is understood that a number of the transit promotional strategies have been developed including the following:

- Transit ticket holders will receive promotional gifts from the night market event sponsors;
- A free entry to a draw for special gifts and prizes; and
- Promote the night market event location and its accessibility by transit through TV commercials, radio commercials and newspaper advertisement.

3.0 CONCLUSION

The five items summarized in this memorandum are to address the traffic and parking impacts that may be generated by proposed Richmond Night Market. After extensive discussions between the event organizer, Binnie and City staff, the latest traffic and parking strategies will adequately address the forecast concerns. The proposed traffic flows and TCP locations are shown in Figure 2.

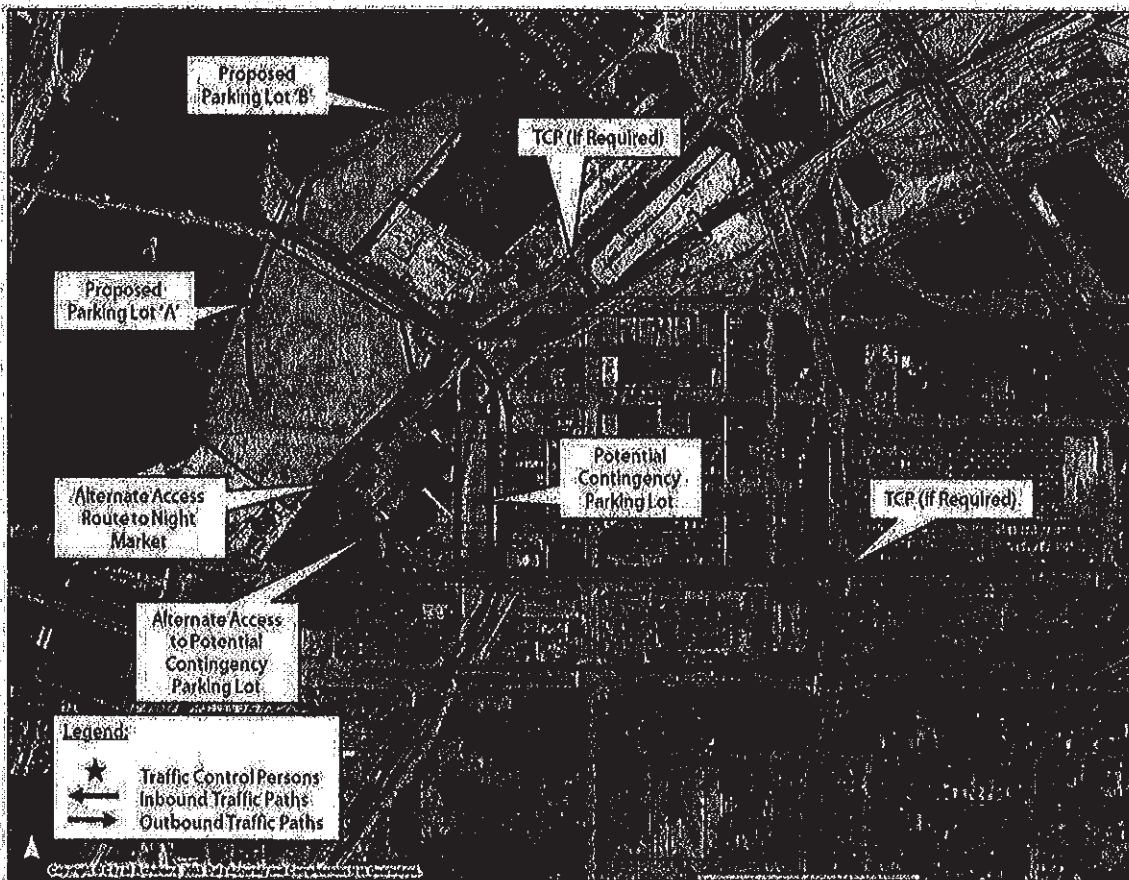


Figure 2-- Proposed Traffic Flows and Traffic Control Person Locations

Preliminary review has shown that the availability of the on-site parking is adequate and since the parking lots will be provided to the night market attendees free of charge, the concern regarding possible illegal parking at the adjacent casino parkade has been addressed. The overall road network will also be managed by a professional traffic control company based on the key management strategies outlined above, including the usage of West Road as an alternate access to the night market if No. 3 Road is congested. Since the fee collection booths no longer needs to be provided at the entrance to the night market parking lots, the potential queuing on No. 3 Road is greatly reduced. In addition, a potential contingency parking lot on No.3 Road has been sought by the event organizer to help relief the northbound vehicle queue on No. 3 Road if it becomes significant. It is noted that this potential contingency parking lot is above and beyond the request by the City staff to support the operations of the night market.

The event organizer has now provided the detail on transit promotional items such as special gifts and free draws. Data collection equipment will also be set up to monitor the traffic and parking operations continuously in order to make appropriate adjustments to the management plan as required.

Prepared by:

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