



City of Richmond


Report to Committee

To: General Purposes Committee
From: Lloyd Bie, P.Eng.
Director, Transportation
Date: June 13, 2019
File: 06-2052-25-
SCCR1/Vol 01
Re: **Potential Transit Exchange as part of Steveston Community Centre and Branch Library Replacement Project**

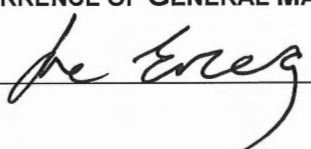

Staff Recommendation

That with respect to TransLink's planned upgrade of the Steveston Transit Exchange as identified in Phase Three of the Mayors' Council 10-Year Investment Plan:

- (a) TransLink be advised that the City does not support a location within Steveston Community Park as part of the Steveston Community Centre and Branch Library Replacement Project; and
- (b) in the absence of an alternative option at this time, TransLink be requested to pursue investigation of a location on Chatham Street west of No. 1 Road with a focus on minimizing bus circulation on Fourth Avenue.


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

Att. 6

| REPORT CONCURRENCE | | |
|--|-------------------------------------|--|
| ROUTED TO: | CONCURRENCE | CONCURRENCE OF GENERAL MANAGER |
| Parks Services | <input checked="" type="checkbox"/> |  |
| Recreation Services | <input checked="" type="checkbox"/> | |
| Project Development | <input checked="" type="checkbox"/> | |
| Policy Planning | <input checked="" type="checkbox"/> | |
| REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE | INITIALS: CJ | APPROVED BY CAO  |

Staff Report

Origin

At the November 19, 2018 General Purposes Committee meeting, the following referral was carried:

That the staff report titled "Steveston Community Centre and Branch Library Program Update" dated November 16, 2018 be referred back to staff to work with the Steveston Community Centre Concept Design Building Committee to examine:

- (1) options for meeting rooms;*
- (2) options for childcare space;*
- (3) potential use of the air space parcel;*
- (4) a bus exchange;*
- (5) multipurpose room space;*
- (6) changerooms and washrooms for the Park; and*
- (7) potential impacts on the Community Police Station.*

This report is in response to referral item (4) and provides the findings of staff's investigation of a potential transit exchange located within Steveston Community Park as part of the Steveston Community Centre and Branch Library Replacement Project.

Analysis

Steveston Community Centre and Branch Library Replacement Project

The scope of the Steveston Community Centre and Branch Library Replacement Project (the Project) is to develop the concept design for the replacement of the community centre and library. The potential integration of the transit exchange with the Project will have significant impact on the site area of the facility due to the expansive spatial requirements to accommodate buses. Direction on the transit exchange is therefore required to inform the subsequent staff report on the proposed program and site area of the Project.

The remaining referrals from the November 19, 2018 General Purposes Committee meeting: (1), (2), (5) (6) and (7) will also be addressed in the subsequent report to Council on the proposed program and site area of the Project, anticipated for third quarter 2019.

Existing Steveston Transit Exchange

The current Steveston transit exchange is an on-street facility with nearly all bus functions (drop-off/layover/pick-up) occurring on Chatham Street. There are five bus routes that service Steveston (Attachment 1). These routes predominantly layover at on-street stops along Chatham Street near Second Avenue and First Avenue (total of eight spaces, five of which also operate as layover). There is also one layover space on Moncton Street adjacent to the Steveston Community Centre (Attachment 1).

The challenges with the existing transit exchange layout include:

- Inefficient and costly circulation of buses on Fourth Avenue for repositioning purposes, which also impacts local residents (e.g., increased traffic, noise and emissions).
- On-street stops and layover spaces along Chatham Street pose some safety concerns, primarily with respect to pedestrian access/crossings and sightlines.
- Customer experience at the on-street stops does not meet current TransLink objectives (e.g., weather protection, amenities, wayfinding, etc).
- TransLink is currently leasing property to provide an operator washroom facility.
- The Southwest Area Transport Plan (SWATP), endorsed by Council in April 2018, proposes changes to and increases in transit services for Steveston, which may lead to bus operations and capacity issues as services are expanded.

An upgraded transit exchange is needed to address the above issues as well as the continued growth of the Steveston area and its popularity as a regional destination.

Future Upgraded Steveston Transit Exchange

An upgraded Steveston transit exchange is identified in Phase Three of the Mayors' Council's 10-Year (2017-2026) Investment Plan. TransLink has not yet identified a budget for this project. The Phase Three Plan is currently unfunded and anticipated to be developed in 2020 with implementation anticipated from 2022 to 2027.

As the Steveston Community Centre and Branch Library Replacement Project is an approved Major Facilities Phase 2 project, TransLink's budget and implementation approval process for an upgraded Steveston transit exchange may not align with the Project schedule. Further, if the City is successful with its federal government infrastructure grant application, construction needs to be completed by December 2027, which further compresses the schedule.

Staff have met with TransLink staff several times to discuss the future functional needs of the transit exchange (i.e., bus capacity requirements), location options and potential synergies with the Project (e.g., improved transit access for park, community centre and library users). Concurrently, TransLink is also investigating the possibility of land acquisition in Steveston Village for an off-street facility separate from the Steveston Community Park site.

Potential Integration of Upgraded Transit Exchange within Steveston Community Park

The Steveston Community Park site is zoned as School & Institutional Use (SI), which provides for a range of educational, recreational, park and community oriented uses. The Steveston Area Land Use Map within the *Steveston Area Plan* identifies the site as Public Open Space (Attachment 2).

In consideration of the City's conceptual planning work underway for a new Steveston Community Centre and Branch Library, TransLink staff reviewed this site from a transit service perspective to determine the feasibility and impacts of relocating some or all of the existing Chatham Street transit functions to the Steveston Community Park site. In addition to the status quo, TransLink's review developed three further options as discussed below. All options include accommodation of a future new bus route (named "New B") per the SWATP.

As the site for the Project has not yet been determined, Options 2a, 2b and 3 described below are illustrative of the space required for each potential transit exchange concept (i.e., the layouts are visual examples only). In addition, any integration of a transit exchange within the Park site would require extensive public engagement.

Option 1: Status Quo

Nearly all bus functions (drop-off/layover/pick-up) are on Chatham Street and all bus routes continue circulating on Fourth Avenue. Eight on-street spaces (five of which also operate as layover) are on Chatham Street and one space on Moncton Street (Attachment 3).

Option 2a: Relocate Two Layover Spaces to Steveston Community Park Site

In order to minimize the footprint to the site for bus operations, this concept relocates two routes (406 and 407) from Chatham Street to the Steveston Community Park site for layover only. Most bus functions remain on Chatham Street and all bus routes, except for the 406, continue circulating on Fourth Avenue. Eight spaces (three of which also operate as layover) remain on-street on Chatham Street with the potential for some spaces to be a sawtooth design, which allows for independent movement of the buses. The approximate area required on site to accommodate this concept is 1,500 m² (Attachment 4).

This concept will require a washroom facility for operators, which TransLink advises will need to be dedicated for this use only but can be located either as a stand-alone building or incorporated within the community centre.

Option 2b: Relocate Four Layover Spaces to Steveston Community Park Site

This concept has four routes (401, 406, 407, and New B) transferred from Chatham Street to the Steveston Community Park site for layover purposes. All existing drop-off and pick-up at active bus stops continue on Chatham Street with a reduction from six to three routes requiring use of Fourth Avenue for circulation purposes. Chatham Street has five on-street spaces (two of which also operate as layover) with two spaces moved to No. 1 Road.

Similar to Concept 2a, a washroom facility for operators is required at the site. The site area required for this concept is 1,900 m² (Attachment 5).

This concept will significantly increase bus trips along No. 1 Road between Chatham Street and Moncton Street, through the pedestrian priority intersection at No. 1 Road-Moncton Street and along Moncton Street between No. 1 Road and Railway Avenue.

Option 3: Full Transit Exchange at Steveston Community Park Site

This concept relocates all transit functions to the Steveston Community Park site with five layover spaces on site and five active bus stop spaces on Moncton Street. Only the 407 would remain circulating on Fourth Avenue. Compared to Concepts 2a and 2b, this concept:

- has fewer buses traversing through the No. 1 Road-Moncton Street intersection as some routes would use Railway Avenue instead of No. 1 Road; and

- increases transit service to the site as there are active bus stops on Moncton Street rather than just layover spaces on site where buses arrive and depart empty.

This option has three alternative layouts with the site area required ranging from 2,800 m² to 3,500 m² (Attachment 6).

Options Comparison

Figure 1 provides a comparison, developed by TransLink, which assesses the transit operations and public impacts of the alternative options.

| Options | Bus Operations Considerations | | | Community Considerations | | | | | | SCC Impacts |
|---|---|------------------------|--------------------|-----------------------------|---------------------------|-------------------------------|---------------------------------------|---|------------------------------------|------------------------------------|
| | Bus Circulation | Independent Bus Spaces | Operator Facility | Walking Distance to Harbour | # of on-street bus spaces | # of on-street layover spaces | Bus Traffic on 4 th Avenue | Bus Traffic at No. 1 and Moncton Intersection | On-Street Parking Impacts | Space Needs for bus functions |
| Option 1 – Status Quo | All buses turnaround via 4 th Avenue | * | Temporary facility | Approx 250m | 9 | 5 | 6 routes (29 trips/hr) | 3 routes (20 trips/hr) | N/A | N/A |
| Option 2A – Hybrid (2 routes layover at SCC) | Improved for two routes | Yes | Temporary facility | Same | 8 | 3 | 5 routes (23 trips/hr) | 6 routes (40 trips/hr) | * Potential loss of 4 spaces (TBD) | Approx. 1500m ² or less |
| Option 2B – Hybrid (4 routes layover at SCC) | Improved for 4 routes | Yes | Temporary facility | Slightly longer | 7 | 2 | 3 routes (12 trips/hr) | 6 routes (58 trips/hr) | * Potential loss of 4 spaces (TBD) | Approx. 1900m ² or less |
| Option 3 – Full Exchange at SCC | Improved for all routes | Yes | Permanent facility | Approx 500m | 5 | 0 | 1 route (4 trips/hr) | 3 routes (38 trips/hr) | * Potential loss of 4 spaces (TBD) | Approx. 2800m ² or less |

Worse than Status Quo Better than Status Quo

Figure 1: Option Comparison

Recommendation and Next Steps

The decision to include a transit exchange on the Steveston Community Park site is fundamental to proceeding with the Project concept design. Specifically, it is not practical to proceed beyond program development until a decision is reached on whether or not a transit exchange is part of the Steveston Community Centre and Branch Library Replacement project.

On balance, the options reviewed by TransLink for the partial or full integration of a Steveston transit exchange within the Steveston Community Park site will have the following disproportionately negative impacts:

- Displacement of existing park facilities and/or green park space (from 1,500 m² up to 3,500 m²), which may impact the programming of the redeveloped Steveston Community Centre and Branch Library site.
- Introduction of noise and exhaust generated by buses, which would have an impact on:
 - existing adjacent park uses and users; and
 - residents of Moncton Street where residential units are located at the ground level on the south side of the street compared to Chatham Street where the land use is predominantly commercial/retail on the ground level.
- Obstruction of views into and across the park created by the buses.
- Additional bus circulation on streets in the Steveston area that currently have relatively low transit operations today.

- Safety considerations for pedestrians in and around the transit exchange site.
- Additional bus traffic through the No. 1 Road-Moncton Street pedestrian priority intersection and along Moncton Street.

Therefore, staff recommend that:

- TransLink be advised that the City does not support the location of a Steveston transit exchange within Steveston Community Park as part of the Steveston Community Centre and Branch Library Replacement Project; and
- In the absence of an alternative option at this time, TransLink be requested to pursue investigation of an upgraded Steveston Transit Exchange on Chatham Street west of No. 1 Road with a focus on minimizing bus circulation on Fourth Avenue. The City will continue to work with TransLink on this process (e.g., review and provide comments on any future designs).

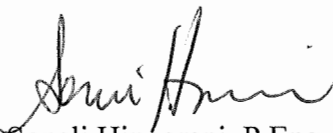
Financial Impact

None.

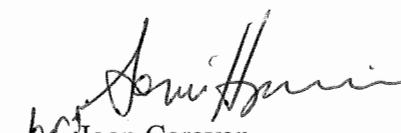
Conclusion

TransLink has undertaken a review of the potential integration of a Steveston transit exchange within Steveston Community Park. While a range of partial to full integration of bus operations at the site is feasible, staff and stakeholders assess the impacts as disproportionately negative. Additionally, the timing of TransLink funding for the transit exchange is not determined and could delay the Steveston Community Centre and Branch Library Replacement Project.

Staff recommend that in the absence of an alternative option at this time, the transit exchange remain on Chatham Street and TransLink be requested investigate means to minimize bus circulation on Fourth Avenue.



Sonali Hingorani, P.Eng.
Transportation Engineer
(604-276-4049)



Joan Caravan
Transportation Planner
(604-276-4035)

SH:jc

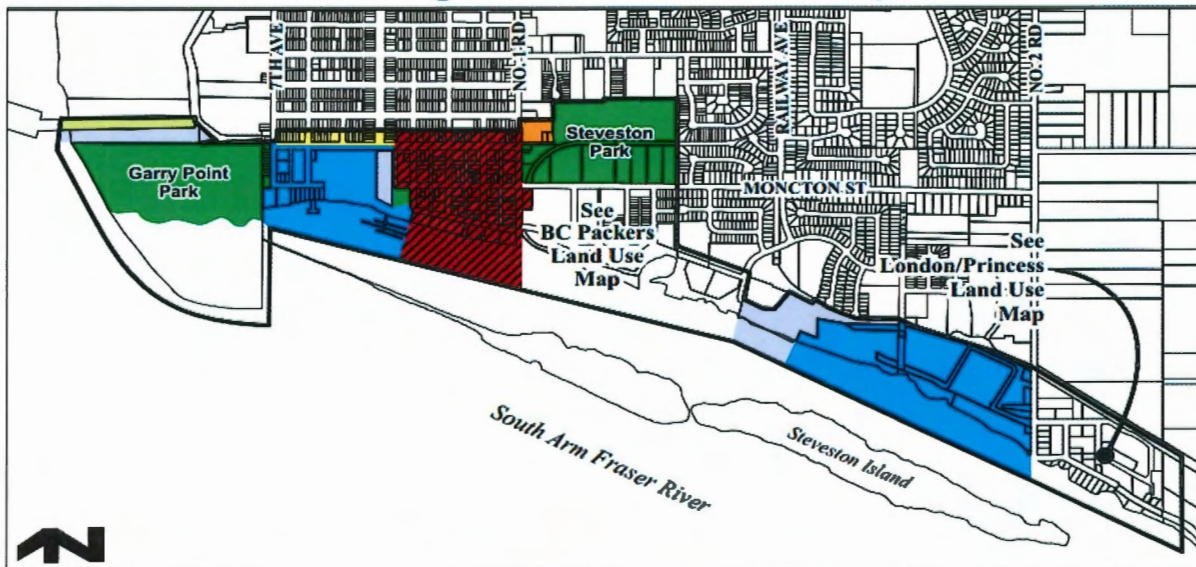
- Att. 1: Current Transit Services and Layover Positions at Steveston
2: Steveston Waterfront Neighbourhood Land Use Map
3: Option 1: Status Quo
4: Option 2a: Relocate Two Layover Spaces to Steveston Community Park
5: Option 2b: Relocate Four Layover Spaces to Steveston Community Park
6: Option 3: Full Transit Exchange at Steveston Community Park









Current Transit Services and Layover Positions at Steveston



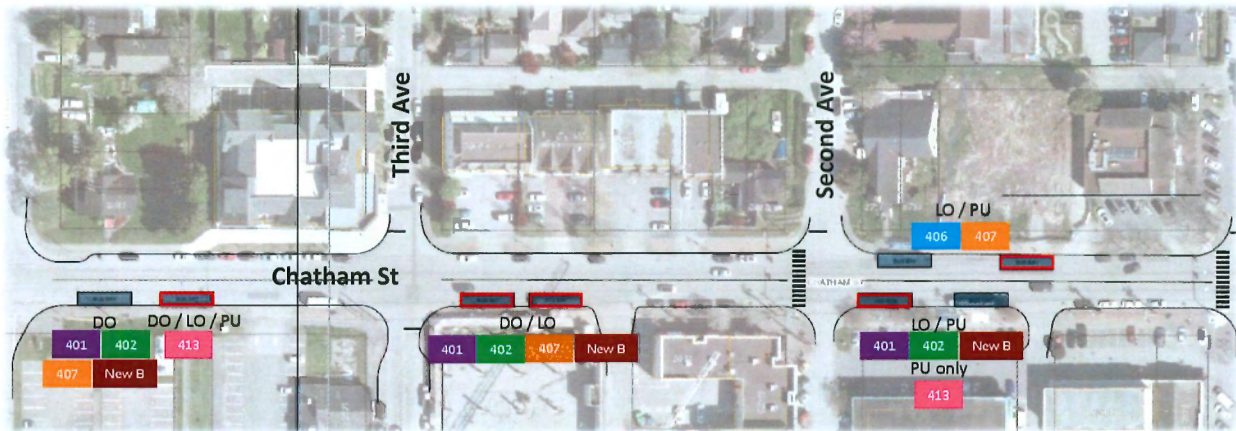
Steveston Waterfront Neighbourhood Land Use Map

Bylaw 8432
2010/05/25



| | | | |
|---|-------------------|---|--|
|  | Residential |  | Multiple-Family (Including Congregate Care Housing with complementary Community/Commercial uses) |
|  | Maritime Heritage |  | Heritage Mixed Use (Commercial-Industrial with Residential & Office Above) |
|  | Industrial |  | Public Open Space |
|  | Commercial |  | Conservation Area |

Option 1: Status Quo



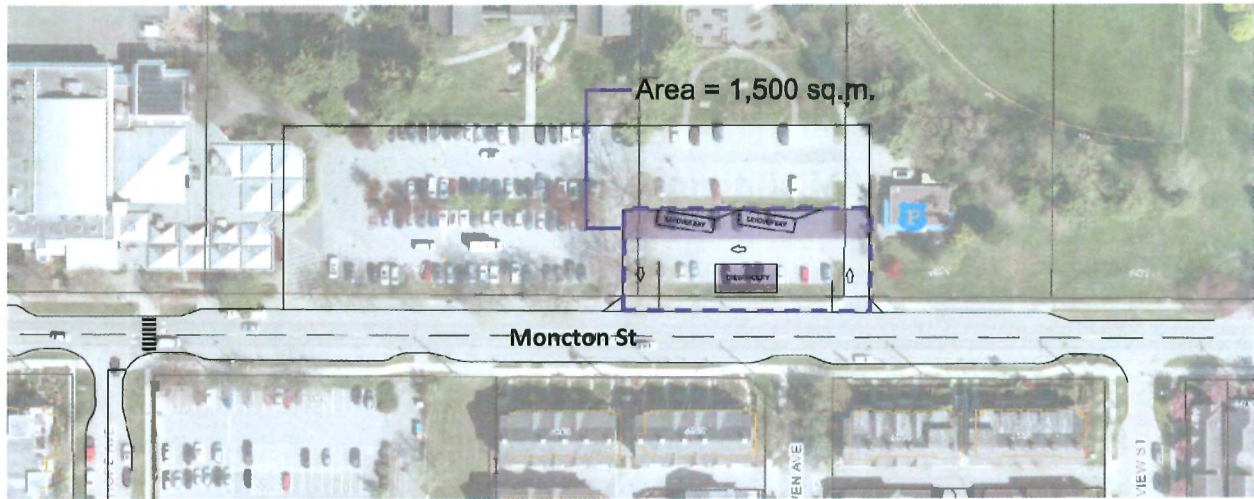
*Note: 402 and 407 are interlined to allow a 2-way service for 407 on 4th Avenue. If this becomes impossible due to schedule changes to either route, 407 would become a one way loop in this concept.

On-Street Transit Spaces on Chatham Street



Transit Routes to/from Steveston

Option 2a: Relocate Two Layover Spaces to Steveston Community Park



Area Required at Steveston Community Centre

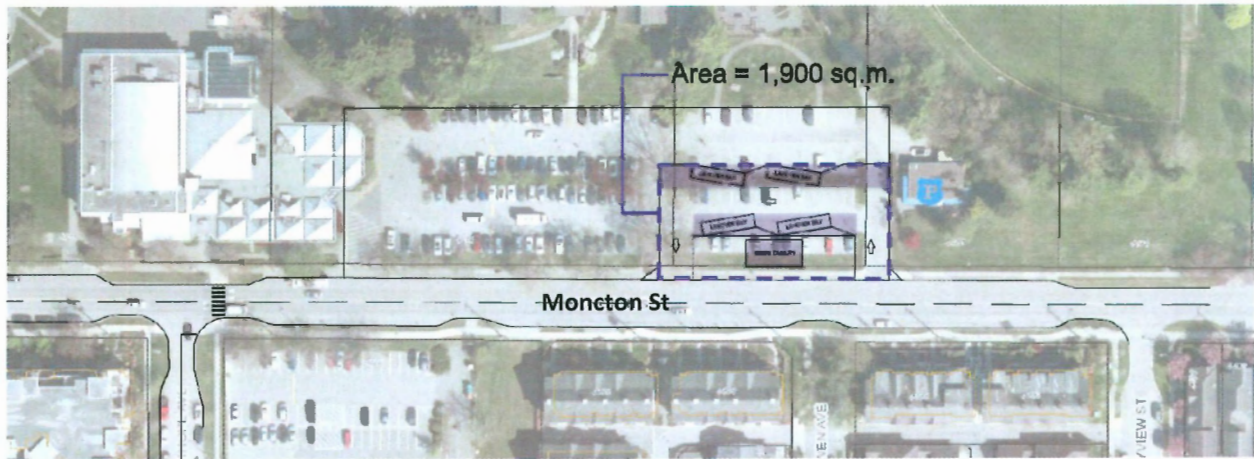


On-Street Transit Spaces on Chatham Street

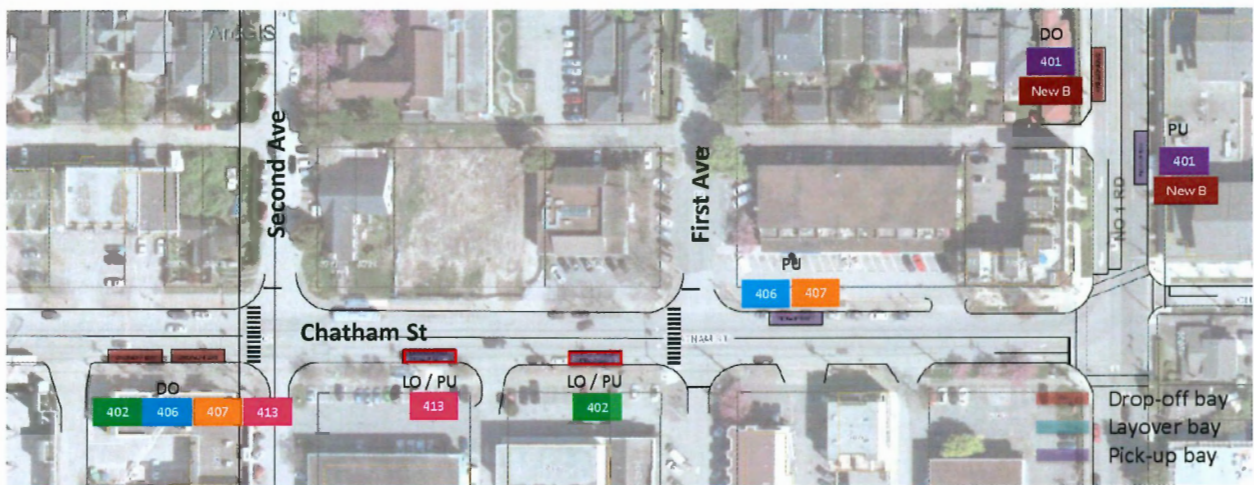


Transit Routes to/from Steveston

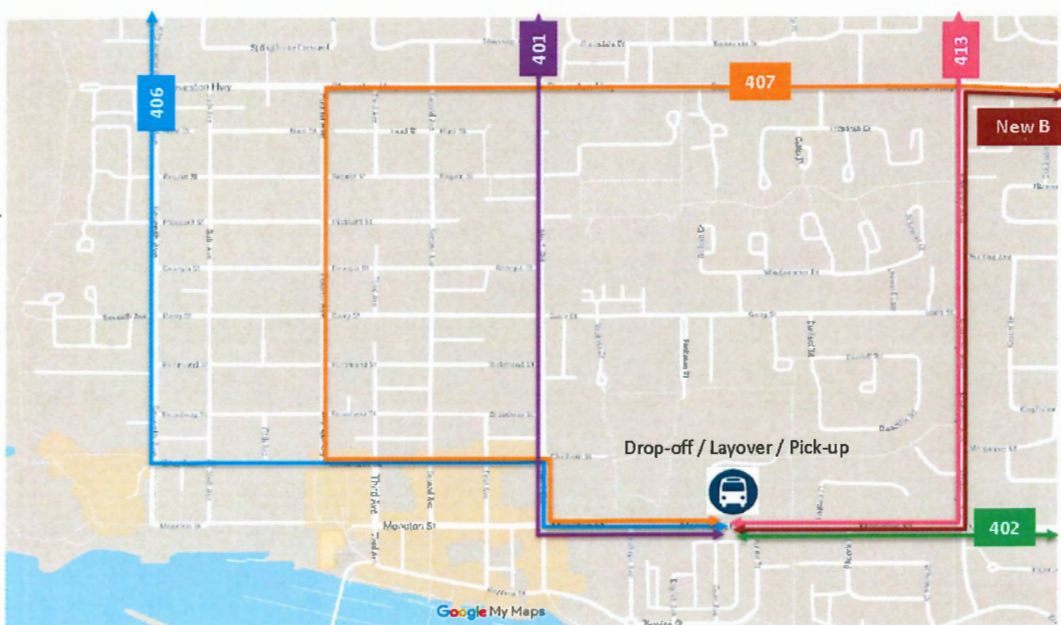
Option 2b: Relocate Four Layover Spaces to Steveston Community Park



Area Required at Steveston Community Centre

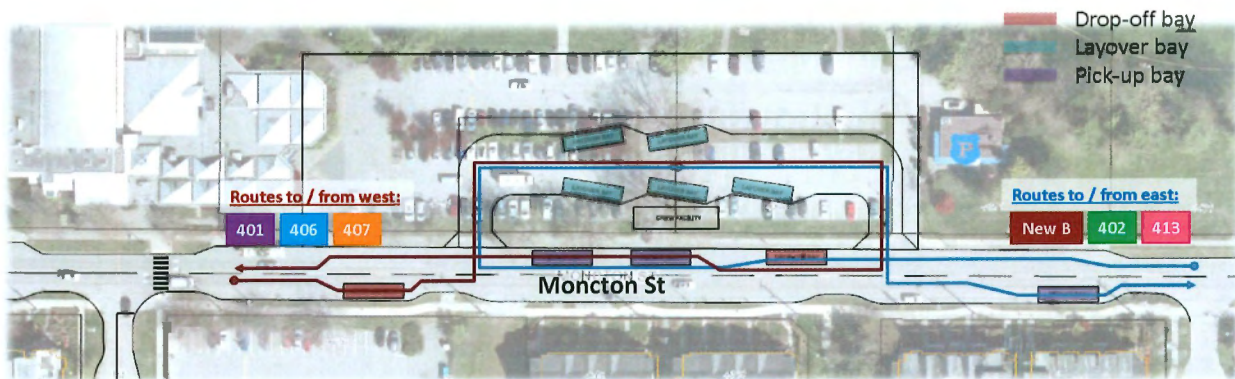


On-Street Transit Spaces on Chatham Street and No. 1 Road



Transit Routes to/from Steveston

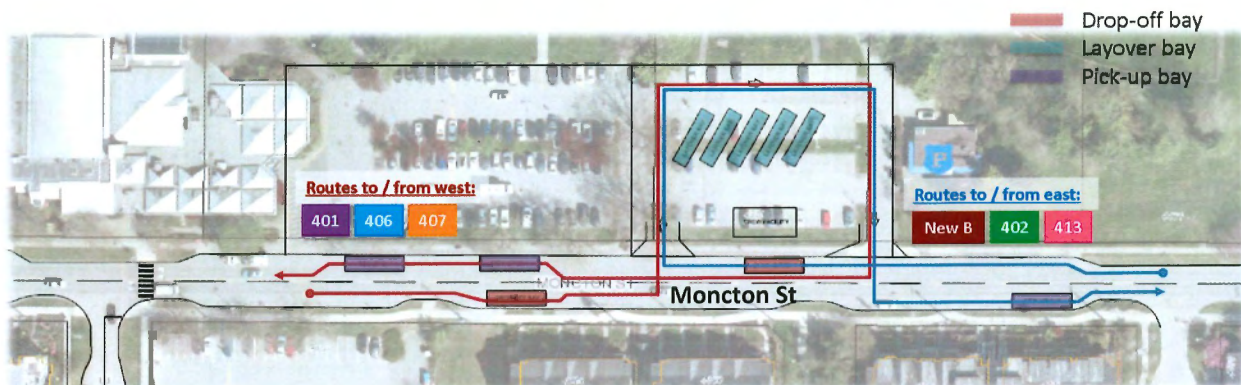
Option 3: Full Transit Exchange at Steveston Community Park



Layout Concept A: Sawtooth (3,300 m² required)

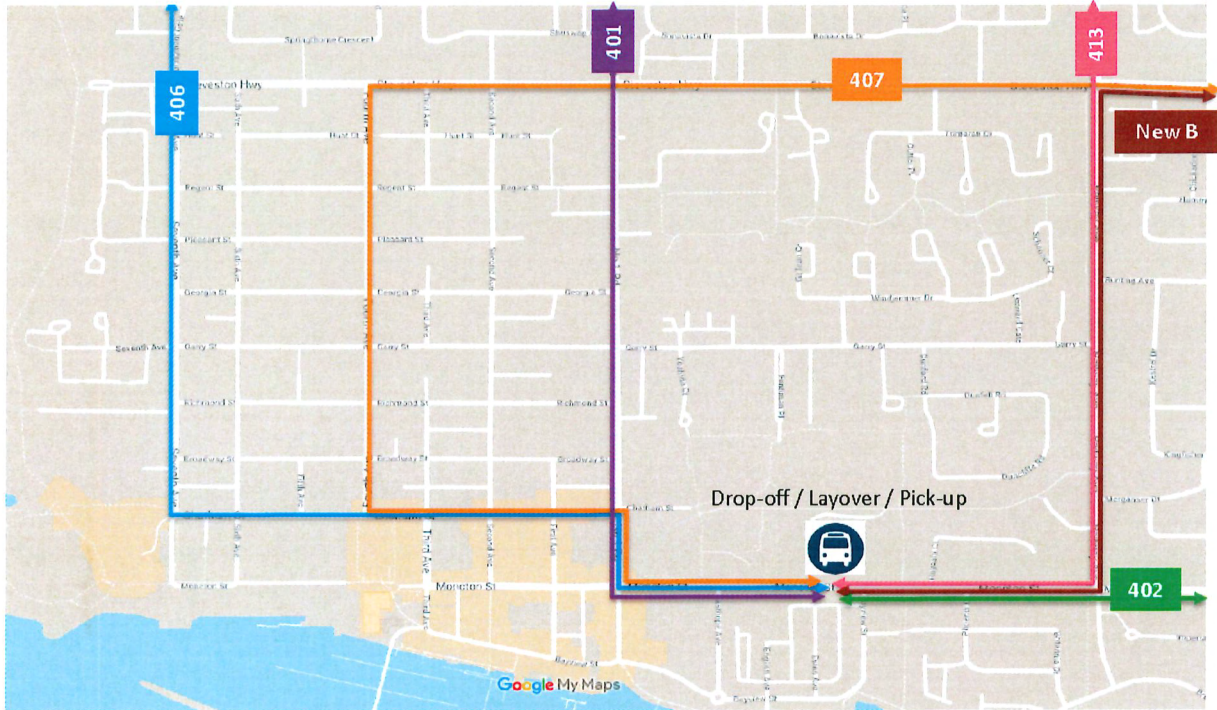


Layout Concept B: Perimeter (3,500 m² required)



Layout Concept C: Parallel (2,800 m² required)

Option 3: Full Transit Exchange at Steveston Community Park



Transit Routes to/from Steveston