



SPECIAL COMMITTEE OF THE WHOLE MEETING AGENDA

MONDAY, NOVEMBER 8, 2010 – 5:30 P.M.

1. **STAFF PRESENTATIONS**

- a) A/Director of Engineering & Operations - Beachside Drive Road Network - Pages 1 to 13
Consideration of the local road connectivity of Beachside Drive.

***Recommendation: THAT the report from the A/Director of Engineering dated October 28, 2010 regarding Beachside Drive, be received;
AND THAT Council give staff direction with respect to Beachside Drive in consideration of the current development application for the Parksville Beach Motel site.***

2. **ADJOURNMENT**

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DATE: October 28, 2010

MEMO TO: FRED MANSON, CHIEF ADMINISTRATIVE OFFICER

MEMO FROM: IAN RADNIDGE, A/DIRECTOR OF ENGINEERING

SUBJECT: BEACHSIDE DRIVE

OUR FILE NO.: 5330-20-BDRV

Issue:

Consideration of the local road connectivity of Beachside Drive.

Reference:

- Planning Department report to Council dated September 23, 2010 related to Parksville Beach Motel Rezoning Application, File No. 3360-09-02, and associated Council resolutions dated October 4, 2010 and October 18, 2010.
- Council Resolution 10-044, dated February 15, 2010 and related February 8, 2010 background report with respect to Beachside Drive Connector from Alberni.
- Council Resolution 09-280, dated November 16, 2009 and related October 20, 2009 background report.
- Council Resolution 06-304, and related December 6, 2006 background report.
- Beachside Drive Connection Assessment Report, prepared by Boulevard Transportation Group, dated January 28, 2010.
- Parksville Beach Resort Development Preliminary Project Overview Report, prepared by Focus Corporation, dated August 2009.

Background:

Beachside Drive is a relatively new road running parallel to and north of Highway 19A in the downtown area of the City. The need for the roadway was initially identified during the planning phases of the Beach Club Development, and a portion of that road was completed in conjunction with development of that project. The east extent of the constructed Beachside Drive is temporarily connected via a relatively steep connection to a parkade driveway and access onto Hwy 19A which is restricted to right in/right out at the Highway.

Beachside Drive extension from McMillan through to Community Park with consideration of potential connections to Highway 19A at Alberni Highway was the subject of a report from the Director of Engineering and Operations, dated December 6, 2006. This report resulted in Council resolution 06-304, directing staff to proceed with the development of Beachside Drive to connect the roadway to 19A at the Alberni Highway and to connect to the second floor of the Beach Club parkade to this roadway.

Subsequently, in a report to Council from the Director of Community Planning dated October 20, 2009 regarding consideration of the zoning amendment for the adjacent property at 161 Island

Highway West (currently known as the Parksville Beach Motel site), it was identified that the owner of this property was not willing to participate in this road access approach as the subject property would be adversely impacted by a loss of some site area affecting the building placement. This resulted in Council Resolution 09-280 directing staff to develop alternative access options for Council to consider.

In order to review options for Council to consider, staff at the time retained the services of a qualified traffic/transportation consultant to prepare a report to readdress the proposed Beachside Drive extension, with consideration of potential connections to Highway 19A at Alberni.

In considering the resulting staff report at its February 15, 2010 Regular Meeting, Council passed resolution 10-044, as follows.

“THAT the report from the Director of Engineering and Operations dated February 8, 2010 for consideration of the connection of Beachside Drive to the Alberni Highway at the Island Highway West be received;

AND THAT Council rescind resolution 06-304;

AND THAT staff be directed to proceed with extension of Beachside Drive from McMillan through to Corfield Street, as opportunities through redevelopment or other funding mechanisms become available to achieve this goal;

AND THAT staff be directed to bring forward an application for Council's consideration for the revised road standard for Beachside Drive.”

Following on Council's direction to proceed with extension of Beachside Drive from McMillan through to Corfield Street as opportunities allowed through redevelopment and the applicant's previous position with respect to a connection to Alberni Highway, Engineering identified the requirement for the extension of Beachside Drive through to the internal roadway of the City's Community Park to the applicant of the Parksville Beach Motel site. Without discussion of possible options with staff, presumably due to past work on options for interconnection of the road network with Beachside Drive, the applicant advised that they were not willing or able to undertake this extension. Accordingly, staff advanced a report dated September 23, 2010 to the October 4, 2010 Committee of the Whole meeting to seek further direction from Council on the extension on Beachside Drive in relation to this development application. The question before Council related to the roadway was; does Council wish to support in principle that Beachside Drive must be interconnected with the City's road network in conjunction with this application. Council's resolution from the October 4, 2010 Committee of the Whole meeting was:

“THAT the report from the Director of Community Planning dated September 23, 2010 entitled “Parksville Beach Motel Zoning Amendment Application on Lot 1, District Lot 89, Nanoose District, Plan VIP78996 (161 Island Highway West)” be received.

THAT the zoning amendment bylaw for the Parksville Beach Motel rezoning application be brought forward for first and second reading consideration at the October 18, 2010 meeting of Council;

AND THAT outstanding issues contained in the report from the Director of Community Planning dated September 23, 2010 be satisfactorily addressed prior to the zoning amendment bylaw being brought forward for third reading and adoption.”

Subsequently, when this same report went to the Regular Council meeting of October 18, 2010, Council passed the following Resolution:

“THAT deliberation on the October 4, 2010 recommendations from the Committee of the Whole outlined under agenda items 8. a) 2 & 3 be postponed indefinitely;

AND THAT the September 23, 2010 report from the Director of Community Planning entitled “Parksville Beach Motel Zoning Amendment Application on Lot 1, District Lot 89, Nanoose District, Plan VIP78996 (161 Island Highway West) be referred back to Committee of the Whole for further deliberations by the Committee on the options identified in the report.”

This current report responds to Council’s October 18, 2010 direction and provides further information with respect to the road network.

Options:

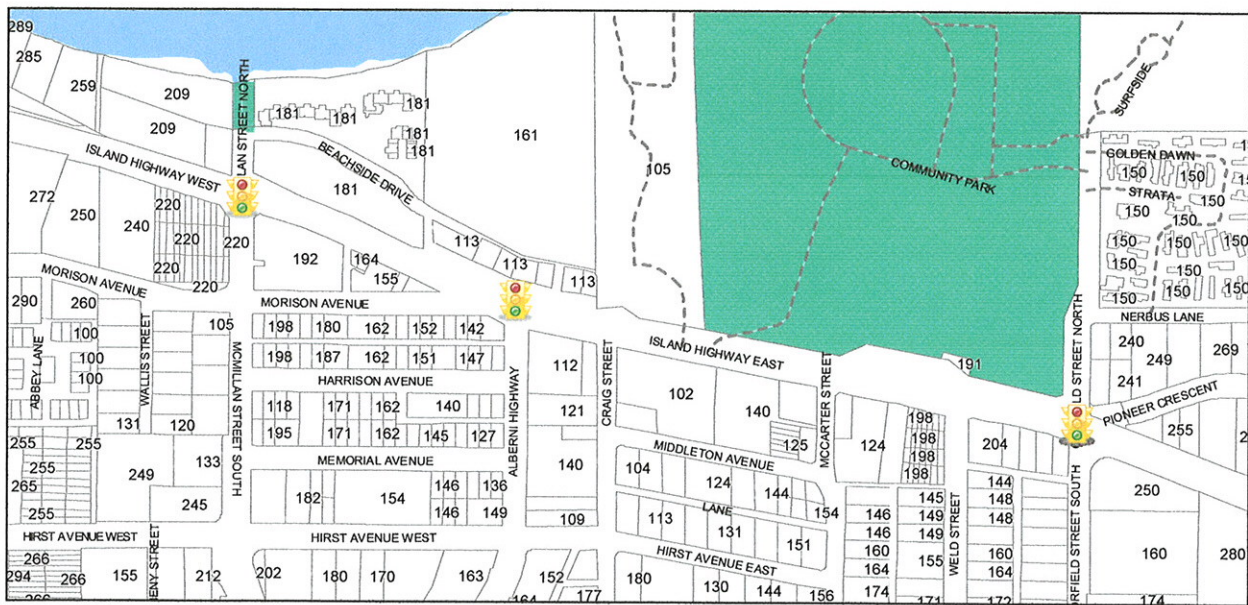
Council could:

1. Reaffirm the current direction to look for opportunities to extend Beachside Drive from McMillan Street east through to the Community Park as opportunities through redevelopment or other funding mechanisms become available, and require this interconnection to be completed in conjunction with development of the Beach Motel Site; or
2. Reaffirm the current direction to look for opportunities to extend Beachside Drive from McMillan Street east through to the Community Park as opportunities through redevelopment or other funding mechanisms become available, and accept:
 - a. That the interconnection of Beachside Drive to the east will not occur concurrently with development of the Parksville Beach Motel site;
 - b. That an Alberni connection with Beachside Drive will no longer be possible after the development of the Parksville Beach Motel site, making the Beachside Drive extension through to the park the only option; and
 - c. That there will be reduced road network robustness, connectivity, and local emergency access until such time as Beachside Drive can be further extended east past the eastern extent of the Beach Motel site to the Community Park road system; or
3. Rescind Council Resolution 10-044, and return to Council’s previous direction to interconnect Beachside Drive to Highway 19A at Alberni Highway, in which case this should be done in a manner that:
 - a. Allows the extension of Beachside Drive to the east to service lands beyond;
 - b. Protects the integrity of the City owned lands fronting Hwy 19A as much as possible; and

- c. Facilitate the interconnection of Beachside Drive to the Community Park road network if so desired in the future; or
- 4. Provide staff with alternate direction.

Analysis:

The traffic studies done in consideration of the Beach Motel development application both by the developers traffic consultant and by the City’s consultant indicate that from a traffic volume standpoint the McMillan and Highway 19A intersection as well as Beachside Drive can handle the anticipated traffic volumes of the development (estimated to be a total two-way volume of about 62 vehicles per hour at their peak) with some adjustments to the intersection laning and signals at McMillan and Highway 19A. The developers consultant indicates that this intersection will have some of its movements (northbound through and left turn) function at a level of service of D, which is considered marginal, without intersection modifications. In addition, the eastbound through movement queue length (traffic backing up at the signal) could be as long as 155 metres in length in peak summertime periods. Staff is not supportive of one of the options presented to improve traffic movement through the intersection as closing the pedestrian crossing across Hwy 19A on the east side of McMillan in order to provide more time for turning movements would adversely affect pedestrians in the area. Other possible solutions presented may, however, be more workable. The applicant’s consultant report also refers to the merits of at least providing right in and right out movements from Highway 19A to Beachside Drive east of McMillan Street. It is indicated that this would improve area traffic circulation as well as reduce traffic delays for most movements at the intersection of the McMillan and Highway 19A. It is noted that the consultant analysis was not completed in consideration of any major changes to the City’s overall traffic circulation patterns such as what might occur if a one way couplet or another option was pursued by the City for Highway 19A and Jensen Avenue.



Current Local Road Network

Beyond traffic volume capacity at the local intersection, in staff’s view there are a number of broader community interest, safety and functionality considerations that are important to the discussion, including:

- 1. Road network connectivity, functionality and emergency access;

2. Breaking down barriers between downtown and the waterfront;
3. Protecting view corridors to the water;
4. Opportunities for public amenity space and commercial space along the Highway 19A Frontage; and
5. Long term park plans.

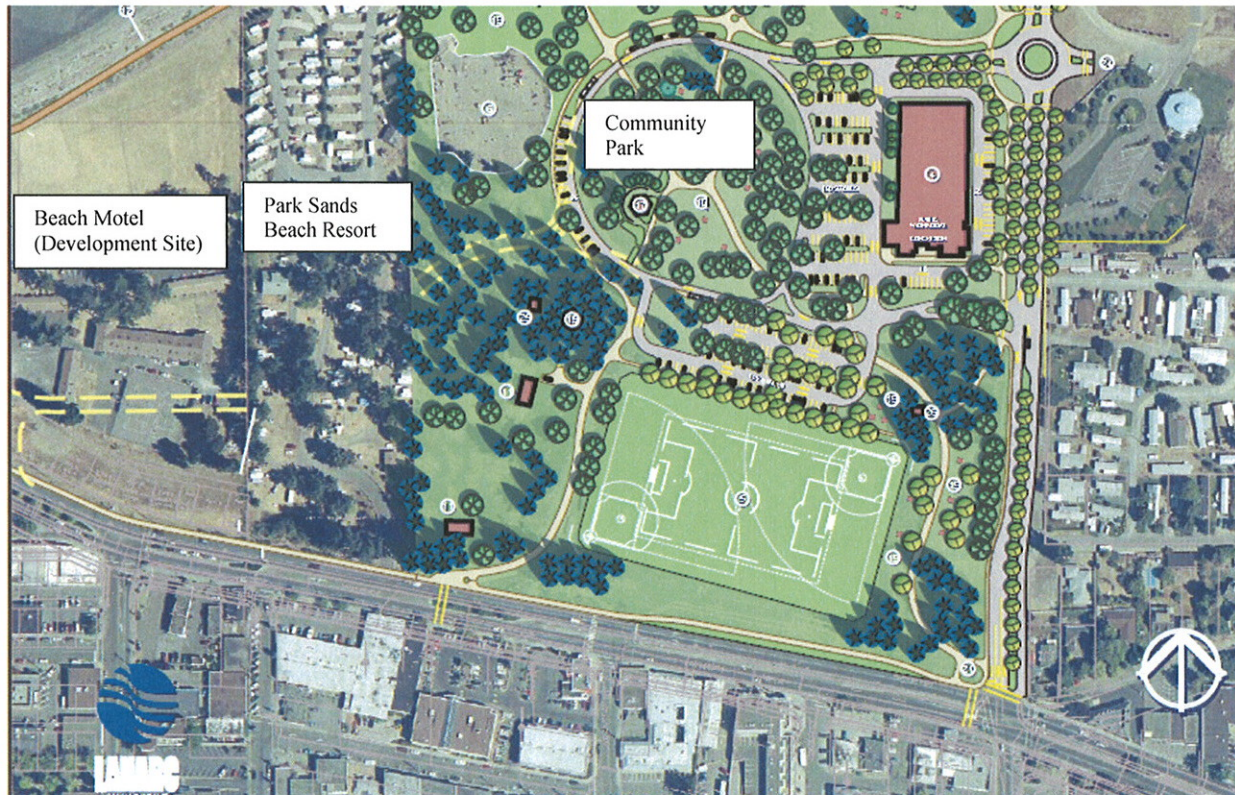
Furthermore, it is noted that if the City fails to ensure that a viable road network connection is implemented or protected for at this time, it may be many years, if ever before another opportunity presents itself to achieve so many community interests, and to provide for safe, reliable and aesthetically pleasing road, pedestrian and cycling network connectivity.

In context of these broader interests, the following discusses the various options presented above for Council consideration.

Option 1

Reaffirm the current direction to look for opportunities to extend Beachside Drive from McMillan Street east through to the Community Park as opportunities through redevelopment or other funding mechanisms become available, and require this interconnection to be completed in conjunction with development of the Beach Motel Site.

Council has considered the issue of road network connectivity in the area on a number of occasions, and has directed the interconnection of Beachside Drive through to the Community Park as was conceptually contemplated in the Parks Master Plan, a graphic excerpt of which is presented below.



Parkville Parks Master Plan Community Park Sketch – Conceptual Illustration of Beachside Drive Connection to the Park

Staff has identified the requirement to extend Beachside Drive through to the Community Park road network at this time in support of the Parksville Beach Motel rezoning application. Subject to the acceptability of the development itself, with Council concurrence staff could work with the applicant to achieve this interconnection as there may be a number of challenges associated with achieving this objective, including:

1. The proposed roadway crosses the Park Sands Beach Resort property to the east of the development site which would necessitate a road right of way across this property. There may be advantages to the owner of the Park Sands Beach Resort property to voluntarily provide this road dedication at this time and to have Beachside Drive constructed by others. This may enable this owner to avoid the construction cost of Beachside Drive across their property as well as the possible cost of extension through to the park roadway system at some future date if they develop their own site. This approach is clearly contingent on this property owners cooperation.
2. Dependent on the degree to which the roadway is completed to a final finished standard, the cost of the work may be considered excessive to the Beach Motel development. The City has an approved budget of \$487,000 in place to construct the Alberni connection down to Beachside Drive as a previous years carry-over in the 2010 Capital Plan (established prior to Council's direction to extend Beachside Drive instead). In order to move forward with the construction of the Beachside Drive roadway extension at this time, the City could consider contributing toward the completion of the roadway from these funds. In so doing the City can avoid the construction of this Alberni connection which is currently anticipated to cost in excess of the established budget.
3. The Beachside Drive Extension crosses a portion of the City's Community Park. The City is in control of how and where the Beachside Drive connection through to the park is achieved. In this regard, it is staff's understanding that if the road is to be built, both the Parksville Beach Motel development site as well as Park Sands Beach Resort prefer the alignment of Beachside Drive to be in close proximity to Highway 19A at the bottom of the bank. This location avoids unnecessarily bisecting the properties down the middle. To the City's advantage this alignment also avoids further transecting the Park. The notional linkage roadway alignment illustrated in the Parks Master Plan would appear to create a significant impact on the continuity and integrity of the open park space and treed areas. If it can instead be located adjacent to the bottom of the bank parallel to Highway 19A the intrusiveness of the roadway can be minimized. A conceptual alignment of a Beachside Drive extension through to the Park is superimposed on the Park Master Plan illustration below.

It is important to note that once an alignment for Beachside Drive is selected at this time in conjunction with the Parksville Beach Motel development application, the framework for the local road system is set for the future. The interconnection of Beachside Drive with the park internal road system will be necessary. Beachside Drive will likely need to follow the conceptual alignment illustrated below as it does not begin a transition across the Parksville Beach Motel frontage to the alignment illustrated in the Parks Master Plan. In addition, an Alberni connection will no longer be viable as adequate right-of-way will not be secured across the development property and Beachside Drive will not be constructed at the correct grade.



Consideration of Broader Community Interests Option 1:

Community Interest	Comments	Rating
Road network connectivity, functionality and emergency access	Interconnection of Beachside Drive through to the internal park road network would facilitate the movement of vehicles, pedestrians and cyclists in a continuous network with signal access to Highway 19A at Corfield and McMillan Street. Strong emergency access in the short and long term would be provided for.	High
Breaking down barriers between downtown and the waterfront	This option provides improved connectivity between the downtown and the waterfront. Stairs and a ramp to provide access between Hwy 19A and the Parksville Beach Motel site at Alberni is still viable.	Medium
Protecting view corridors to the water	View corridors are protected as an Alberni connector is not constructed and Beachside Drive is constructed at the bottom of the bank.	High
Opportunities for public amenity space and commercial space along the Highway 19A Frontage	Opportunities for public amenity space and commercial space along the Highway 19A frontage, as visualized in the City's downtown plan, are not adversely affected.	High
Long term park plan	A Beachside Drive connection through to the	High

	internal Community Park road network is consistent with the Parks Master Plan. The proposed alignment reduces impacts on park open space compared to what was conceptually illustrated in the plan.	
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Option 2:

Reaffirm the current direction to look for opportunities to extend Beachside Drive from McMillan Street east through to the Community Park as opportunities through redevelopment or other funding mechanisms become available, and accept:

- a. That the interconnection of Beachside Drive to the east will not occur concurrently with development of the Beach Motel site;*
- b. That an Alberni connection with Beachside Drive will no longer be possible after the development of the Beach Motel site, making the Beachside Drive extension through to the park the only option; and*

That there will be reduced road network robustness, connectivity, and local emergency access until such time as Beachside Drive can be further extended east past the eastern extent of the Beach Motel site to the Community Park road system.

Consideration of Broader Community Interests for Option 2:

Community Interest	Comments	Rating
Road network connectivity, functionality and emergency access	There will be limited network connectivity, functionality and emergency access for an indefinite period. Interconnection of Beachside Drive through to the internal park road network would be the only option available for the future as inadequate right of way would be acquired from the Beach Motel site and Beachside Drive would be constructed at a different grade. The movement of vehicles, pedestrians and cyclists in a continuous network with signal access to Highway 19A at Corfield would not be provided for until some point in the future. Emergency access would not be ideal, but could possibly be supplemented through a temporary right of access across the Park Sands Resort property and the existing right in/right out emergency access to the Beach Club Parkade could be retained.	Low –interim High-ultimate
Breaking down barriers between downtown and the waterfront	This option will ultimately provide improved connectivity between the downtown and the waterfront. Stairs and a ramp to provide access between Hwy 19A and the Parksville Beach Motel site at Alberni is still viable concurrent with the proposed development.	Low- interim Medium-ultimate
Protecting view corridors to the water	View corridors are protected as an Alberni connector is not constructed and Beachside Drive is constructed at the bottom of the bank.	High

Opportunities for public amenity space and commercial space along the Highway 19A Frontage	Opportunities for public amenity space and commercial space along the Highway 19A frontage, as visualized in the City’s downtown plan, are not adversely affected.	High
Long term park plan	Achieving the long term park plan of an interconnecting roadway would be deferred for an indefinite period. Ultimately a Beachside Drive connection through to the internal Community Park road network is consistent with the Parks Master Plan. The proposed alignment reduces impacts on park open space compared to what was conceptually illustrated in the plan.	High

Should Option 2 be selected, it is still possible for the applicant of the Beach Motel development to contribute in a financially substantial way to the future construction of Beachside Drive through to the Community Park.

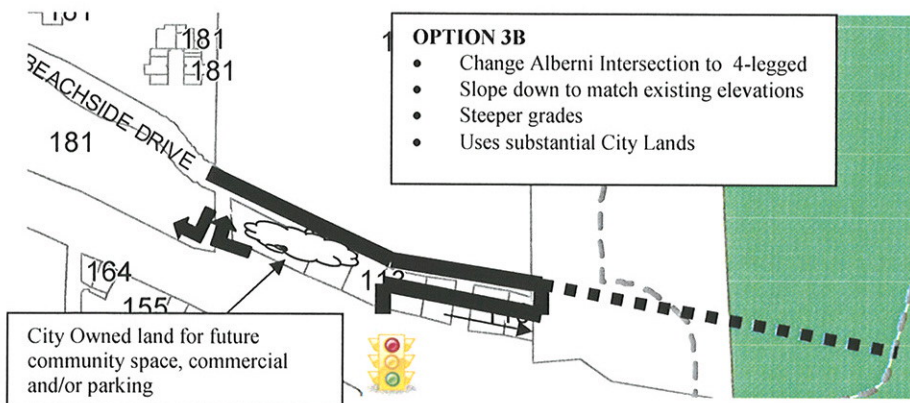
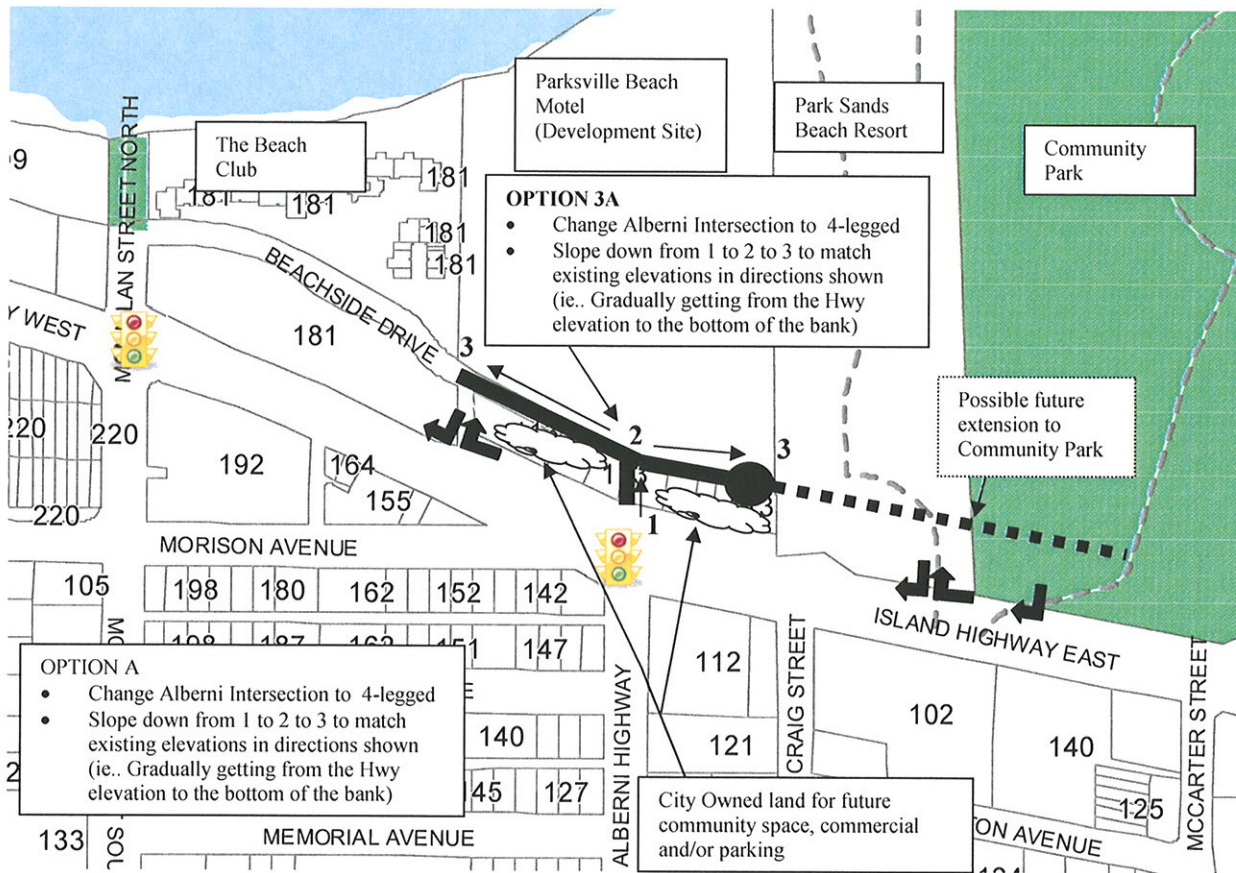
Option 3:

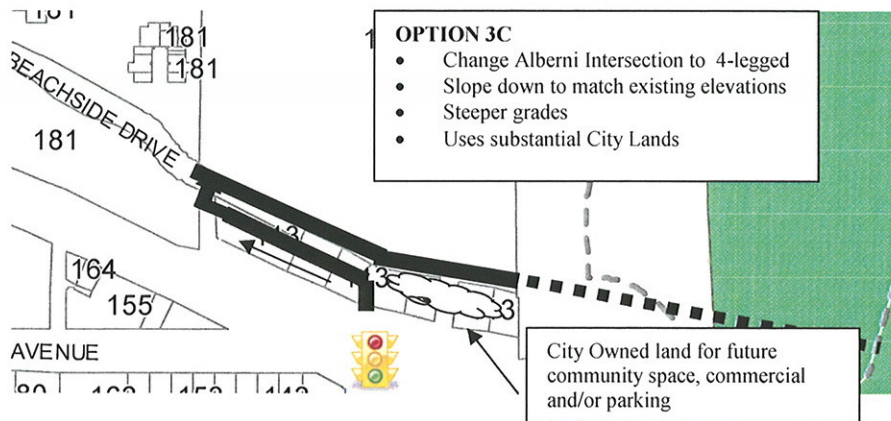
Rescind Council Resolution 10-044, and return to Council’s previous direction to interconnect Beachside Drive to Highway 19A at Alberni Highway, in which case this should be done in a manner that:

- a. Allows the extension of Beachside Drive to the east to service lands beyond;*
- b. Protects the integrity of the City owned lands fronting Hwy 19A as much as possible; and Facilitates the interconnection of Beachside Drive to the Community Park road network as desired in the future.*

Many options have been considered over the past number of years to achieve this interconnection. A few of these are illustrated conceptually below.

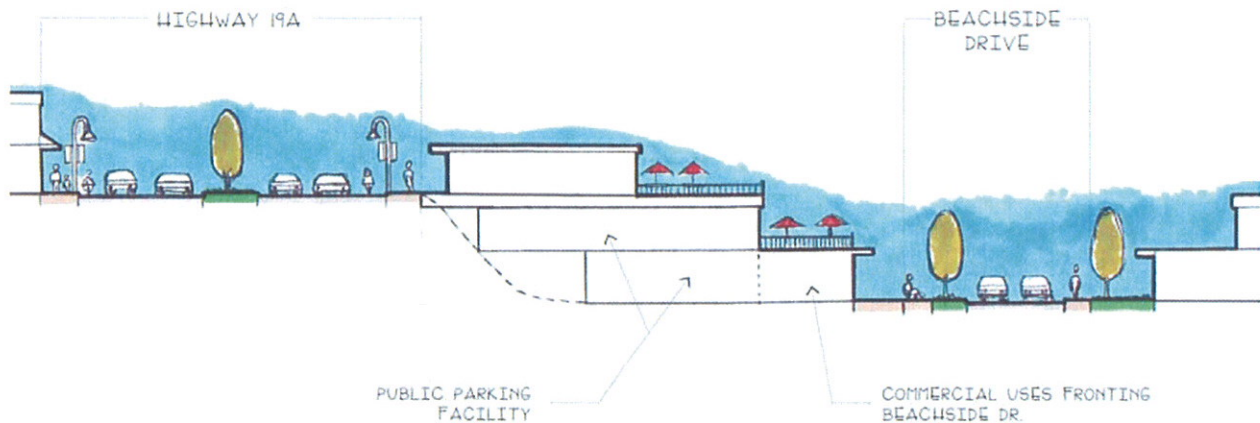
Hwy 19A Connection - Options





Consideration of Broader Community Interests for Option 3:

Community Interest	Comments	Rating
Road network connectivity, functionality and emergency access	Interconnection of Beachside Drive to Hwy 19A at Alberni would facilitate the movement of vehicles, pedestrians and cyclists in a continuous network with signal access to Highway 19A at Alberni and McMillan Street. Strong emergency access in the short and long term would be provided for. The opportunity to connect through to the Park network remains possible. Additional land from the development site is likely for Options 3B and 3C and Option 3A may require a retaining wall to avoid intruding into the site. Option 3B also needs small piece of land from property to east.	High and Higher in the future
Breaking down barriers between downtown and the waterfront	This option provides improved connectivity between the downtown and the waterfront. An attractive gradually sloped sidewalk can be provided along the roadway.	High
Protecting view corridors to the water	View corridors are somewhat affected by the Alberni connector down to Beachside Drive.	Medium
Opportunities for public amenity space and commercial space along the Highway 19A Frontage	Opportunities for public amenity space and commercial space along the Highway 19A frontage, as visualized in the City's downtown plan, are adversely affected particularly by Options 3B and 3C. Option 3A limits impacts. Opportunities for a parkade in the future are constrained as Beachside Drive will be built on a slope down from Alberni.	High to medium for Option 3A and medium to low for Options 3B & 3C
Long term park plan	A Beachside Drive connection through to the internal Community Park road network can be constructed in the future consistent with the Parks Master Plan as desired. The proposed alignment reduces impacts on park open space compared to what was conceptually illustrated in the plan.	High



Cross section showing the grade differential Highway 19A and Beachside Drive and potential building forms dependent on Council's preferred direction (excerpt from Boulevard Transportation)

Option 4:

Provide staff with alternate direction.

In consideration of the Beach Motel redevelopment application, there is a need to consider the implications of the development on the road network and greater community interests. Through the due and proper consideration of this application there may be opportunities to provide solutions to long term challenges and to create lasting amenities in support of the future prosperity of the community and the use and enjoyment of public spaces.

Financial Implications:

The City has an approved budget of \$478,000 in place to construct the Alberni connection down to Beachside Drive as a previous years carry-over in the 2010 Capital Plan. This budget was established prior to Council's direction to extend Beachside Drive instead. In order to move forward with the construction of the Beachside Drive roadway extension at this time, the City could consider contributing toward the completion of the roadway from these funds. In so doing the City can avoid the construction of this Alberni connection which is currently anticipated to cost in excess of the established budget.

Recommendation:

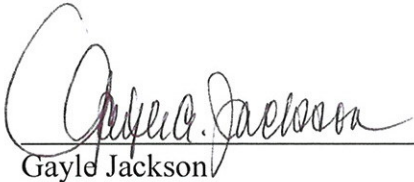
THAT, the report from the A/Director of Engineering dated October 28, 2010 for consideration of Beachside Drive be received;

And that Council give staff direction with respect to Beachside Drive in consideration of the current development application for the Parksville Beach Motel site.



Ian Radnidge, P.Eng.
A/ Director of Engineering

DIRECTOR OF COMMUNITY PLANNING'S COMMENTS



Gayle Jackson
Director of Community Planning

FIRE CHIEF'S COMMENTS



Doug Banks,
Fire Chief

CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:



Fred Manson,
Chief Administrative Officer