

Date: October 24, 1996

**SUBJECT: Stanley Park Transportation and Recreation Report 1996**

**RECOMMENDATION:**

- A. THAT the Board endorse the Stanley Park Transportation and Recreation Report 1996, dated October 18, 1996, as the framework for decision-making;**
- B. THAT cyclists and in-line skaters be separated from pedestrians on the Seawall from the park entrance to Hallelujah Point, and from Lumbermen's Arch to the north end of Pipeline Road as proposed in the report's Appendix A;**
- C. THAT a 3.0 metre wide portion of Park Drive be reallocated to cyclists and in-line skaters between Hallelujah Point and Lumbermen's Arch as proposed in the report's Appendix A;**
- D. THAT a bus lane be designated for the summer months (May to September) on Park Drive and North Lagoon Drive, as outlined in the report, starting in 1997 subject to receipt of an acceptable proposal by February 15, 1997 from a private operator to offer a jitney service.**
- E. THAT the Ceperley Meadows Path be improved as detailed in the report's Appendix B;**
- F. THAT funding for recommendations B, C, D and E be secured from the 1997-1999 Capital Plan.**
- G. THAT staff and stakeholders work jointly on the creation of a car-free day in 1997.**

**CONSIDERATION**

- A. THAT the Board endorse the inclusion of some replacement parking in the Service Yard or
- B. THAT the Board not endorse the inclusion of parking in the Service Yard.

**BOARD'S POLICY**

The Board has dealt with the matter of transportation management in Stanley Park on a number of occasions, most recently on July 8, 1996 the following recommendations were approved:

- A. THAT the Board approve in principle the concept of the staff recommendations:
- B. THAT pedestrians, cyclists and in-line skaters continue to share the Stanley Park seawall except for the 1.3 kilometre section between Hallelujah Point and Lumberman's Arch.
- C. THAT greater physical separation between pedestrians and wheel traffic be provided where pedestrian, cyclists and skaters will continue to share the seawall east of Pipeline Road.
- D. THAT a 3 meter wide portion of park drive be reallocated cyclists and skaters between Hallelujah Point and Lumberman's Arch.

For inclusion in the overall transportation plan to be approved by the Board at a later date and, subject to further refinement of the project design

## **BACKGROUND**

Transportation management in Stanley Park is a complex issue, and numerous studies and surveys have been conducted over the years to find solutions which better manage the existing situation and prepare the Park to deal with the future demands generated by residential development, connecting waterfront paths (to the shores of Burrard Inlet, English Bay and False Creek), increased tourism and changing community values demanding a reduced dependency on the automobile.

## **DISCUSSION**

### Proposals

The attached report entitled Stanley Park Transportation and Recreation Report 1996 provides a policy framework for decision making in the coming years. The report has 16 specific proposals, some of which can be implemented in the short term (next 1 to 3 years), while others require a longer time frame.

The report suggests two principal projects, which could be implemented in the short term.

The first component is the improvement of safety and convenience for all uses of the seawall on the east side of the park. This involves a better separation between pedestrians and cyclists and in-line skaters along the seawall, by way of constructing a variety of improvements including: a parallel path, a separating median between the paths, and from Hallelujah Point to Lumbermen's Arch a new route to be placed on a 3 metre portion of what is

now Park Drive. A further improvement for cyclists, pedestrians and in-line skaters is the creation of better separation between the user groups along the route connecting Second Beach Pool and the Chilco bus loop.

The second component involves the creation of a dedicated bus lane along much of Park Drive during the period May 15th to September 15th. Implementation would be subject to a successful proposal call for the provision of a jitney service. This lane would be dedicated to transit buses, in-park jitney service and tour buses. This proposal (no. 6) will have significant impact on the capacity for automobile traffic in the park. It represents a significant step towards the emerging desire to reduce the park's dependency on the automobile. Over 900 parking stalls on Park Drive will be removed as a result of these two proposed projects. The loss of parking revenues is estimated to be between \$75,000 and \$100,000. If the Board chooses to replace approximately 300 to 400 parking stalls in the service yard area, the resulting revenue is estimated to cancel out this loss.

A jitney service will go a long way to providing an alternate means of moving people around the park. Based on two rounds of previous discussions with bus operators staff have reason to believe that the private sector may be interested in offering such a service.

Bus operators have advised that the Board's commitment to a dedicated lane is essential to the feasibility of a jitney service. Once the dedicated lane is approved formal proposals will be sought and these will identify the degree to which the operation of the service is paid for out of advertising, user fees and/or a Park Board subsidy. It is noted that high user fees would be a disincentive to use. Appendix I provides some more background material on the jitney service.

### **Stanley Park Stakeholder Workshop**

A workshop was held with the stakeholders of Stanley Park on October 22, 1996, from 7:30 to 10:00 p.m. Invitations and copies of the report were sent to 50 stakeholders, 19 of which attended. After a presentation on the content of the report, participants split into three groups and discussed what they liked and disliked about the report as well as what alternatives they could conceive of.

Participants unanimously liked the general direction of the report and its comprehensive discussion. The concept of "transportation in the center, recreation along the perimeter" was seen as appropriate for the park if the implementation proceeded slowly. The proposed Seawall improvements were seen by all as a good compromise between the needs of different user groups. There was also unanimous agreement that the service yard should be developed into a parking lot concurrently with the elimination of roadside parking on Park Drive.

The introduction of car-free days was generally supported. Participants expressed their desire to jointly develop the details of such an event. The proposed bus lane was supported by two groups, the third group was split on the issue. All participants welcomed improved transit and the jitney service.

The report was criticized for lack of detail regarding specific proposals including timing, implementation, cost and how the proposals will affect access. Individual groups identified increase of parking fees, net loss of parking spaces, and expected congestion on park roads as negative.

Many ideas were discussed regarding alternative proposals, amongst them allowing two-way traffic on Park Drive up to the Lower Zoo, two-way traffic from Beach Avenue up to Ferguson Point, putting a bicycle/skate/wheelchair rental into the old service yard in conjunction with parking, and investigating the feasibility of a multi-level parking structure in the old service yard. The meeting attendees are listed in Appendix II.

As a result of the workshop staff have developed further recommendations. Firstly the Board resolve the matter of parking in the Service Yard. There was a strong desire among the participants to link creation of the bus lane with the creation of some compensating parking.

Secondly, the stakeholders also wanted to jointly work on the car free day in 1997, recommendation G reflects this interest.

### Capital Costs

The estimated capital costs of the various components are listed below:

Recommendation B: On Seawall improvements from entrance to Hallelujah Point and from Lumbermen' s Arch to Pipeline Road- \$915,000

Recommendation C: Hallelujah Point to Lumbermen' s Arch- \$285,000

Recommendation D: Bus lane - \$125,000

Recommendation E: Ceperley, Lost Lagoon, Seawall - \$300,000

Consideration H: Service Yard Parking Lot - \$400,000

### **JUSTIFICATION**

Adoption of policy framework and the approval of specific proposals enables some significant improvements to Stanley Park to be made.

Most of these proposals are included in the 1997 - 99 Park Board Capital Plan, which is to be submitted to the voters in a plebiscite vote on November 16, 1996.

Prepared by:  
Planning & Development Division  
Board of Parks and Recreation  
City of Vancouver  
Attachments

---

## **APPENDIX I**

### **JITNEY SERVICE**

A jitney service takes visitors around the park on a pre-determined route, with pre-determined schedules and stops. The Park Board has previously investigated the possibility of introducing such a service in Stanley Park in order to give visitors an alternative to taking their cars around the park.

In 1990, the Park Board commissioned a Stanley Park Jitney Financial and Operational Study. The study investigated potential routes and stops, hours and season of service, vehicle types, costs, and cost recovery. In addition, staff have been in contact with potential jitney operators. The following outline is based these previous investigations and further staff analysis.

### **ROUTE**

Starting at the Upper Zoo parking lot or at the potential new parking lot in the old service yard, the jitney would proceed south on Pipeline Road, then east on Park Drive and continuing around the park, returning on North Lagoon Drive.

In order to ensure reliable and predictable service, the jitney service will require a dedicated lane shared with buses. Some road modifications estimated to cost \$125,000 would be necessary.

### **STOPS**

The jitney would stop at all the major destinations: Lower Zoo, Totem Poles, Brockton Point, HMS Discovery, Lumbermen' s Arch, Ravine Trail close to Beaver Lake, Prospect Point, Hollow Tree, Third Beach, Second Beach and Lost Lagoon.

### **HOURS AND SEASON OF SERVICE**

The peak times for visitors are 10:00 a.m. to 6:00 p.m. At the minimum, the jitney would operate during those hours. Extending the service into the evening hours should be contemplated. To ensure acceptance of the service, it should operate daily with 10 minute frequency throughout.

The peak visitor season is the summer. The jitney would have to operate from mid May to mid September.

### **VEHICLE TYPES**

The jitney would have to fit into the park environment, that is operate quietly and release no or few emissions. The vehicle type has to be attractive to the recreational visitor. The ride on the jitney should be pleasurable, an attraction

in itself.

## **COSTS**

No current proposals are available at this point. Previous discussions with potential operators concluded that multi-year commitment by the Park Board, a designated lane and the introduction of disincentives to private vehicles are necessary for start-up. If these measures are adopted, private operators should be able to provide a jitney service at a roughly estimated range of costs from \$60,000 to \$100,000 per month of operation.

## **COST RECOVERY**

Charging visitors for the jitney ride while allowing private vehicles access to the same route would be a disincentive to taking the jitney. Detailed analysis of visitors' willingness to pay have not been completed, they are in part dependent on the convenience and attractiveness of the jitney service, and the disincentives to taking the car around.

A portion of the cost may be recovered by advertisement revenue if advertisement on the jitney is deemed acceptable.

---

## **APPENDIX II**

Stanley Park Transportation and Recreation Report.

Stakeholders' Meeting

Tuesday, October 22, 1996, at the Stanley Park Dining Pavilion.

Participants:

|                  |                  |                     |
|------------------|------------------|---------------------|
| Robert Delahanty | Rick Goring      | Wally Eggleton      |
| Tom Walker       | John Nightingale | Hubert Schmid       |
| Adam Ashust      | Debbie Morris    | Cate Simpson Cowley |
| George Frankel   | Scott Mason      | Gwen Pope           |
| Dawn Malton      | John Whistler    | Diane Murphy        |
| D' Arcy Oscroft  | Rod Comrie       | Emma Dal Santo      |
| Mark Allison     |                  |                     |

Park Board:

|                |               |                |
|----------------|---------------|----------------|
| Vic Kondrosky  | Jim Lowden    | Philip Josephs |
| Pieter Rutgers | Tilo Driessen | Dana Walker    |

---