



Date: September 19, 2005

**TO: Board Members - Parks and Recreation**  
**FROM: General Manager - Parks and Recreation**  
**SUBJECT: Hillcrest/Riley/Nat Bailey Stadium Parks Master Plan**

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## RECOMMENDATION

*That the revised Hillcrest, Riley, Nat Bailey Parks Master Plan, incorporating a modified parking and access arrangement as illustrated in Appendix I be approved.*

## POLICY

After a lengthy consultative process the Board on May 9, 2005 adopted the following resolutions:

- A. THAT the Riley, Hillcrest, Nat Bailey Stadium Park Master Plan as illustrated in Appendix A be approved for building massing and siting only.**
- B. THAT the Board confirm the location of the Olympic Curling Venue as shown in Appendix A and that the City and the Vancouver Organizing Committee (VANOC) be so advised;**
- C. THAT the Board establish a stakeholder/community working committee that will work with staff and representatives from the City Engineering Department to address:
  - a. the detailed location of onsite and offsite parking specifically including on-street parking on Midlothian Avenue and relocating parking from Ontario Street and Peveril Street to Midlothian Street.**
  - b. the details of the proposed controlled intersection at Ontario Street/30<sup>th</sup> Avenue**
  - c. the identification of further traffic control and parking measures in the adjacent residential neighbourhood**
  - d. the preparation of a transportation management plan for Nat Bailey Stadium****

- D. THAT the Board request City Council to make a significant improvement to the Ontario Street Greenway by restricting vehicle traffic on Ontario Street between Peveril Street and East 33<sup>rd</sup> Avenue through such means as closing off the street to traffic or narrowing the street.**

## **BACKGROUND**

Since the adoption of the May 9, 2005 resolutions, the agreement with VANOC has been modified to reflect the confirmation of the Curling Venue site.

Furthermore a traffic consultant (Bunt and Associates) was retained, and staff and the consultant have met three times with a stakeholder group made up of 14 representatives from the neighbourhood and park users. A number of options were presented for discussion on August 29, 2005. Three options were displayed for feedback at a well attended Open House held on September 12, 2005 at Riley Community Centre.

On September 15, 2005 staff reported back to the Planning and Environment Committee. At that time the Board also heard from a number of neighbourhood and park user groups. A number of concerns were raised about various aspects of the three options presented. The Committee concluded that an acceptable configuration had yet to be identified.

Both at the Committee meeting and the Open House significant concerns were raised by members and supporters of the Hillcrest Little League about the prospect of relocating the ball diamond elsewhere in Hillcrest or Nat Bailey Stadium park.

## **DISCUSSION**

### **Revised Parking and Access Plan**

An analysis of the consultative process and the discussion at the Planning and Environment Committee generated five principles which must be balanced to achieve an acceptable parking and traffic plan.

- Flexibility
- Customer Convenience
- Neighbourhood Impact
- Park User Impact
- Affordability

The recommended parking and access plan is illustrated in **Appendix I**. It provides a total of 480 permanent parking stalls onsite, largely in three locations reasonably close to the new aquatic centre and Legacy Building, plus approximately 40 on-street stalls on the east side of Midlothian Avenue to be created as part of the bicycle lane improvements proposed by the City of Vancouver. A further 440 stalls are provided on structured and/or regular grass mostly to deal with peak demands generated by Nat Bailey Stadium.

Neighbourhood impacts are minimized by not increasing traffic volumes on Ontario Street and visually screening the parking lot east of the Legacy Building.

### **Flexibility**

Many arguments were put forward to suggest that over the lifetime of the buildings today's transportation patterns will likely change with more people relying on public transportation, bicycles and smaller cars.

TransLink has recently advised that the new bus route along 33<sup>rd</sup> and 29<sup>th</sup> Avenues will connect 29<sup>th</sup> Street SkyTrain station with the new RAV line station at King Edward Avenue and Cambie Street. This is a tangible indication of the changing transportation patterns. Bus stops are anticipated to be located on both directions of Midlothian Avenue near the proposed signal-controlled intersection which will only be a short walk to the proposed facilities.

In response to the input received, and the above considerations the number of permanent on-site parking stalls has been reduced from 550 presented at the Open House to 480. These reductions have been achieved by relying on 40 stalls on Midlothian to service the buildings and increasing by 60 stalls the number of temporary stalls.

The parking and access arrangements proposed in this report envision what will be in place at the subject site by 2012, once the full Olympic legacy is operational. The proposed parking provision has been determined in relation to the calculated peak demand for parking generated by all proposed facilities on the park, recognizing that the usage of each facility type varies by the hour, the day of the week and by season. It is also anticipated that many users will visit more than one facility on a single visit. On this basis, the aggregate parking supply needed will be lower than the sum of individual facility requirements under Parking By-Law 693 for Pool and Legacy Building plus 1100 for Nat Bailey Stadium. However, parking and traffic circulation design will be subject to review and possible modification under future Development Permit processes.

A detailed demand analysis per building use is included as Appendix II.

### **Customer Convenience**

While some users arrive at Community Centre, library, rinks, pools and sports fields by walking, cycling and taking public transit, the vast majority today rely on the car. The car is particularly convenient for those traveling with small children and those carrying heavy equipment bags and library books, especially in inclement weather. Therefore a good portion of the stalls will be located within easy, safe walking distance to the buildings. The plan shows approximately 250 stalls to be within 75 metres.

There is likely to be a fair amount of multiple uses of the buildings, which means pedestrians walking between the legacy facility and aquatic centre. The revised plan

eliminates the “through road” between the two buildings and instead reflects a plaza that maximizes pedestrian use, but allows for some necessary service and emergency access.

Three convenient drop offs for the Millennium, Aquatic and Legacy facilities are provided to permit easy access into the buildings.

### **Neighbourhood Impact**

At present the Riley Park complex has 88 permanent parking stalls on the Riley Park site, the Centre also uses 77 stalls west of Ontario Street for overflow.

Ontario Street is a greenway and has been traffic calmed. Traffic volumes have recently been recorded at both Ontario Street and 30<sup>th</sup> Avenue. Daily volumes are 2,200 vehicles (two-way) at Ontario Street and 1,500 vehicles at 30<sup>th</sup> Avenue, and hourly volume at the 5:00 p.m. – 9:00 p.m. fall/winter peak period are 200 vehicles/hour and 120 vehicles/hour respectively.

These volumes are similar with many other residential streets in Vancouver, which have an average hourly late afternoon peak of 50-200 cars per hour.

The revised plan retains 50 permanent parking stalls on the existing Riley complex site and moves 38 of the existing stalls to a location west of Ontario Street. Two-thirds of the permanent parking stalls are accessed from Midlothian, with about 80 stalls being accessed and egressed from the west side of Ontario Street by way of a driveway access at the existing 30<sup>th</sup> Avenue intersection. The revised plan has also eliminated the “through road” that could connect Midlothian and Ontario Streets.

An important feature of transportation management is to orient the buildings and their principal entrances facing Midlothian, so that most customers will in fact be drawn to use Midlothian Street.

The consultant has reviewed the impacts of the revised plan, and the forecasted traffic volumes on Ontario Street and 30<sup>th</sup> Avenue during the fall/winter peak period (5:00 p.m. – 9:00 p.m.) are expected to be similar to the existing conditions. Nat Bailey Stadium summer traffic would also be mostly channelled along Midlothian, which provides access to the temporary parking stalls. A secondary access to the temporary parking is proposed on Ontario Street just north of the Vancouver Racquet Club, close to the arterial route of Midlothian/33<sup>rd</sup> Avenue.

During the rezoning and/or development permitting phase of this project staff and City Engineering will review the possibility of merging entrances #4 and #5 in order to reduce the number of entrances on the Ontario Greenway.

There is currently no need for additional traffic management measures within the residential area. City Engineering will monitor the situation post 2010 and determine whether further steps need to be taken.

## **Park User Impact**

The existing park users, mostly field users, need to be accommodated and revised plans leave the Little League stadium in its current location and relocates one soccer field and one diamond closer to Ontario Street, thus providing a buffer between the residents and the proposed parking lot.

## **Affordability**

During the process a number of options emerged with significant price tags. The relocation of the Little League facility was estimated at around \$1 million. Since these funds are not currently included in the project budgets, a smaller pool or legacy facility would likely be the consequence. For this reason and the concerns expressed by Little League members and supporters, this option is not part of the revised plan.

Structured parking on site or within the Legacy Building was discussed. The consultant advised that the cost per stall would range anywhere from \$15,000 to \$30,000 depending on the type of structure. In any event the consultant advises that capital cost could not be fully recovered by parking fees.

Although some 80 stalls could possibly be incorporated in the legacy facility the per stall cost is relatively high (total \$2 million approximately) and is not recommended nor is structured parking anywhere else.

## **Other Actions**

The Board's resolution D (restricting vehicle traffic on Ontario Street) has been forwarded to City Council. Engineering staff have agreed to add this item to their work program over the next couple of years. This will involve a fair amount of analysis and consultation which will take some time to complete. The consultant has suggested, however, that a restriction between the Vancouver Racquet Club and 30<sup>th</sup> Avenue could be explored to determine the costs and benefits.

With regard to a traffic management plan for Nat Bailey Stadium, this would have to be undertaken by the stadium operator since many of the actions are initiated by the operator. A typical range of measures in these situations is listed below and as part of the lease renewal. Staff will recommend that such a plan be undertaken.

- Coordinate games days with other major stakeholders in Riley and Hillcrest parks to avoid concurrent peak events, if possible;
- Request TransLink to increase frequencies on bus route along Midlothian during pre- and post-game periods;
- Introduce shuttle bus service to designated off-site parking lots;
- Set parking charge relative to transit fare to discourage automobile use;

- Promote bicycle and walk modes by improving bicycle parking facilities, lightings and protected walkways;
- Request police presence at major access points during pre-and post-game periods;
- Restrict vehicular traffic through Ontario Street between 30<sup>th</sup> and Vancouver Racquet Club to eliminate unnecessary short-cutting traffic and improve the environment for cyclists and pedestrians to/from the stadium;
- Provide temporary directional signage and traffic control personnel on site to guide inbound traffic during pre-game period and outbound traffic during post-game period.

Parks will undertake a similar traffic demand management plan for the Legacy and pool facilities.

### **Next Steps**

With the Board's approval of the revised parking and access plan, the rezoning process can now be moved forward. The revised plan will also be the basis for further planning and design by the consultant team for the facilities and this team is expected to be in place shortly.

### **SUMMARY**

The proposed revisions to the Hillcrest Riley Nat Bailey Stadium Parks Master Plan are a balance among five principles:

Flexibility, Customer Convenience, Neighbourhood Impact, Park User Impact and Affordability.

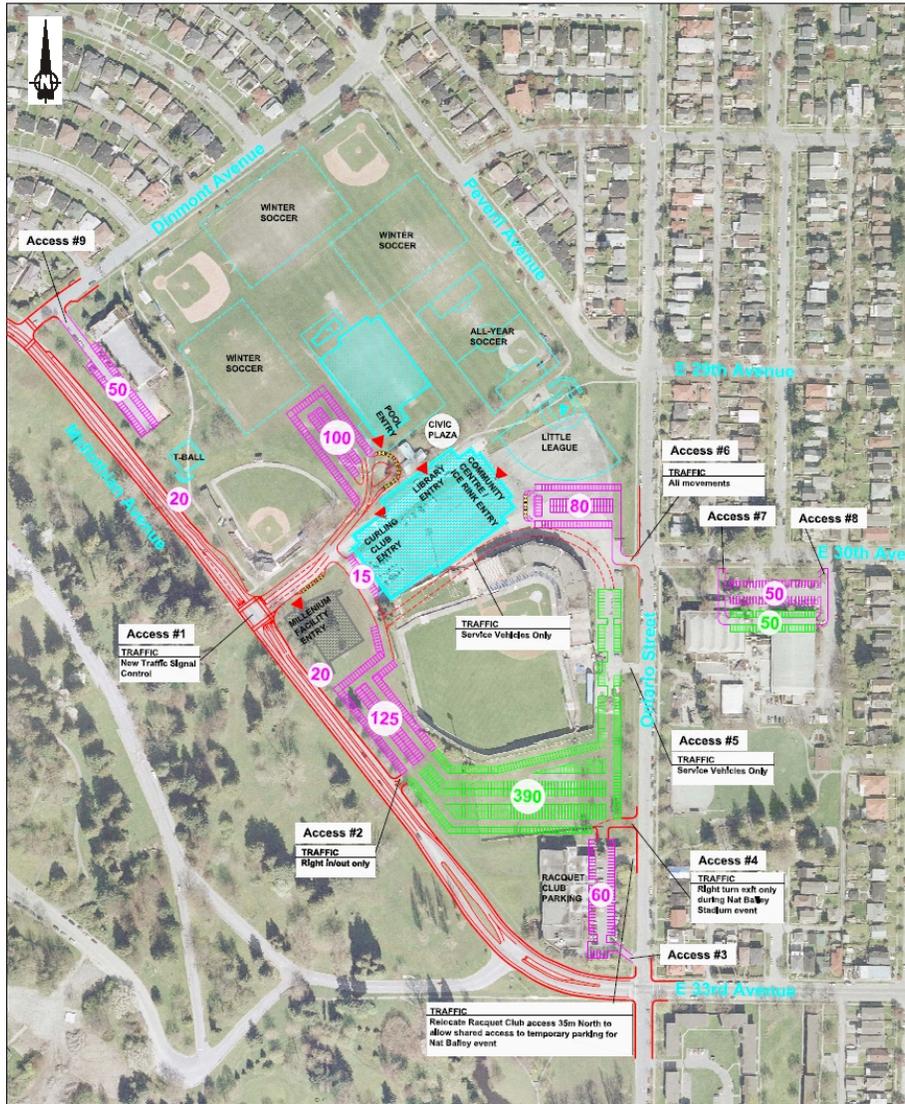
These revisions have been communicated to the stakeholders and the community and some may wish to address the Board. The proposals have also been shared with City Engineering and VANOC and both parties are supportive.

Prepared by:

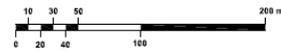
PR  
Planning and Operations  
Board of Parks & Recreation  
Vancouver, B.C.

# Appendix I

## Revised Parking & Access Plan



<b>PARKING SUPPLY</b>	
Permanent Parking:	520 Stalls
Temporary Parking:	440 Stalls
<b>TOTAL:</b>	<b>960 Stalls</b>



September 28, 2005

▼ Facility entry

**Riley Hillcrest Park Masterplan**

B | U | N | T |  
& ASSOCIATES

**Appendix II: Estimated Future Peak Parking Demand  
(Exclude Nat Bailey Stadium)**

Uses	Peak Parking Demand (# stalls)	
	Fall/Winter	Spring/Summer
<b>Proposed Legacy Facilities</b> Community Centre Community Ice Arena Curling Club Library	230	100
<b>Proposed Aquatic Centre</b> One 50m pool and one leisure pool	115	105
<b>New Millennium Sports Facility</b> Phoenix Gymnastics Club Pacific Indoor Bowls Club Multi-Purpose Rooms (2 nos.)	95	90
<b>Baseball / Soccer</b> Baseball in Summer / Soccer in Winter	10	40
<b>General Park Uses</b>	20	20
<b>Vancouver Racquet Club</b>	50	50
<b>TOTAL</b>	<b>520</b>	<b>405</b>

Existing Peak Parking Demand                      270                      205

Net Increase    250                      200