



Date: October 1, 2013

**TO: Board Members – Vancouver Park Board**  
**FROM: General Manager – Parks and Recreation**  
**SUBJECT: Seaside Greenway Improvements**

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## RECOMMENDATION

- A. THAT the Board approve the new bike paths in Seaforth and Jericho Beach Parks, to be funded from the Council-approved budget for the Point Grey-Cornwall Active Transportation Corridor.**
- B. THAT the Board approve the Phase 1 Seaside Greenway improvements in Hadden and Kitsilano Beach parks, to be funded from the 2012-2014 Capital Plan, subject to Board and Council approval of the 2014 Capital Budget:**
- i. \$1.6 Million from Seawall, Upgrade of Waterfront Walkway/Bikeway in West Point Grey; and**
  - ii. Up to \$0.6 Million from Parks and Open Spaces, Conversion of Street into Mini-parks.**
- C. THAT the Board approve consideration of Phase 2 Seaside Greenway improvements in Hadden, Kitsilano Beach, Tatlow, Volunteer and Jericho Beach parks as part of the capital planning process for the 2015-2017 Capital Plan.**

## POLICY

On May 28, 2012, the Park Board directed staff to work with Engineering Services to develop strategies to minimize conflict in high volume pedestrian and cyclist interface areas along the seawall.

The City of Vancouver Transportation 2040 Plan, adopted in October 2012, identified the seawall paths as an important area of focus to support growth in active transportation modes, and included the concept of developing cycling routes for people of all ages and abilities (AAA).

On July 29, 2013, City Council approved the Point Grey-Cornwall Active Transportation Corridor (PGCATC), and requested “that the Board of Parks and Recreation proceed with the upgrading of the Seaside Greenway in Kitsilano Beach and Hadden parks as a priority project funded by the City’s capital budget.”

## BACKGROUND

The City of Vancouver has pursued the creation of a public waterfront for more than a hundred years, and both City and Park Board policies have consistently reflected that ambition. In 1992, the Seaside Bicycle Route was approved, and in 1995, the Seaside Greenway. Today, there is continuous public waterfront from Portside to Kitsilano Beach parks, and from Jericho Beach to Spanish Banks parks. In between is a gap that the PGCATC is intended to close by providing safe and comfortable pedestrian and cycling facilities within street rights-of-way, and by upgrading the same facilities in parks. This report seeks Park Board support for improvements in various parks that are part of the PGCATC.



## DISCUSSION

The Point Grey-Cornwall Active Transportation Corridor (PGCATC) consists of the Seaside Greenway improvements that link Vanier Park with Jericho Beach Park, and the York Avenue Bikeway that provides a connection to Burrard Bridge.

Completing the improvements will require more than one phase. In this report, Phase 1 generally includes work intended to be completed by summer 2014, delivering a functional greenway and bike route. Several of the parks along this route will also have a Phase 2: park improvements to be conceived, designed and approved later, and to be funded via future capital plans.

Most of the improvements in the corridor are within street rights-of-way, and construction has begun, but there are some outstanding implications for parks. The purpose of this report is to inform on park impacts and opportunities, and to seek Park Board approval for Phase 1 park improvements.



**Seaforth Park:** As part of Phase 1, a new bicycle path is proposed through Seaforth Park, illustrated in Appendix A, linking the proposed York Avenue bike route with the revised Burrard/Cornwall intersection. The new bike path is running north-south along the park within the Burrard Street right-of-way, then curving east-west through the park to line up with York Avenue. Park Board staff have advised on the route and construction detail that will minimise impacts on the existing mature trees, and are confident that the trees will survive in good health. Park Board staff will monitor the construction and ensure appropriate tree protection measures. Further of note is that the reconfiguration of the intersection and re-routing of pedestrian and bicycle paths is creating planting sites for more than a hundred new street trees.

Recommendation A seeks Park Board approval of this bike route which will be built by Engineering Services.

Phase 2 might include additional park improvements. Staff noted that the existing diagonal pedestrian path and fountain would benefit from upgrades, and should be considered in the next capital planning process. Recommendation C is asking that these Phase 2 improvements are considered in the upcoming capital planning process.

**Tatlow and Volunteer Parks:** As part of Phase 1, Point Grey Road between the two parks will be closed to motor-vehicular traffic, see Appendix A, including deconstruction of the existing road pavement, new curbs, bike path and added greenspace.

Phase 2 is envisioned as a park project to include daylighting of Tatlow Creek in Volunteer Park with biodiversity enhancements, also creating a new pedestrian

connection to the beach that meets accessibility expectations. Recommendation C is asking that these Phase 2 improvements are considered in the upcoming capital planning process.

**Trutch Street at Point Grey Road Park:** Point Grey Road will be closed at this location for motor-vehicular traffic, reducing the amount of pavement and creating new green space by adding to the existing generous treed median, see Appendix A. Phase 1 will include the functional closure by temporary means and creation of bike path, leaving the removal of pavement, greening and sidewalk widening to Phase 2.

**Hastings Mill Park:** As part of Phase 1, the existing perpendicular car parking in the street right-of-way adjacent to Hastings Mill Park will be changed to parallel parking, separated from the park by a new bike path and existing sidewalk. The impact on the park should be minimal. No Phase 2 is considered in this location.

**Jericho Beach Park:** As part of Phase 1, a small bike path is proposed to connect the new separated bike path running along the north side of Point Grey Road with the waterfront pathway in Jericho Beach Park, bypassing the busy pedestrian area at the concession stand. A new pedestrian crossing will provide easy access to the Park Board parking lot at the end of Point Grey Road where parking arrangements have been agreed to benefitting Brock House members, see Appendix A. The path route was determined with Park Board staff to avoid tree impacts, and staff will monitor construction to ensure that appropriate tree protection measures are in place.

Recommendation A seeks Park Board approval of this path, to be constructed by Engineering Services.

Phase 2 is envisioned as a Park Board project to create separated pedestrian and bike pathways along the waterfront to Spanish Banks Park. Recommendation C is seeking to enter this project into the capital planning process for 2015-2017.

### **Hadden and Kitsilano Beach Parks:**

The Seaside Greenway through Hadden and Kitsilano Beach parks consists of narrow pathways shared by pedestrians and bicyclists. Many pedestrians are not comfortable in the presence of bicyclists even at low volumes but during busy times the situation can become dangerous, and conflicts between pedestrians and bicyclists are observed frequently. Kitsilano Beach Park has some of the highest pedestrian volumes that have been counted in Vancouver, and is therefore a high priority for improvements. Separating pedestrians and bicyclists by providing separate paths has proven to be a successful measure to increase comfort and safety for both.

Staff are therefore proposing a greenway upgrade consisting of separate pathways for pedestrians and bicyclists that are safe, comfortable and suitable for all ages and abilities.

## PUBLIC ENGAGEMENT

The City of Vancouver conducted an extensive public engagement process with 6 public open houses, 48 stakeholder meetings, 15 youth workshops, and online questionnaires that were filled out by 3,000 people, culminating in 5 days of Council session. On July 29, 2013, Council approved the Point Grey-Cornwall Active Transportation Corridor, including a request to the Park Board to upgrade the Seaside Greenway in Hadden and Kitsilano Beach parks as a priority project.

Staff decided to build on this engagement process by focusing the public engagement for the Hadden and Kitsilano Beach park pathways on very specific and local questions, and tailor the engagement tool to the task at hand, in cooperation with the City's Corporate Communications Department. The objective was to understand how separated pathways might impact people's use of the park, and what ideas they might have for greenway upgrades.

The chosen engagement tool was an intercept survey. On three days, a team of between 7 and 11 staff interviewed park users in three different locations. They were conducted on week and weekend days, during daytime and evening, under cloudy and sunny conditions. Staff used a questionnaire and logged the answers into iPads, also leaving room for open-ended discussion. The interviews took about five minutes, but many people conversed for ten to twenty minutes. In total, more than 370 park users provided responses. Almost half (45%) said they visited the park daily, indicating a high level of local participation in the survey.

The survey results are attached as Appendix B. In summary, separated pathways for pedestrians and cyclists were overwhelmingly supported. Many comments were directed at providing clear separation, at protecting pedestrian areas from fast cyclists (especially at the playground), at existing general maintenance issues and the need to also upgrade the existing facilities. The question of lighting split the respondents, some answering that lighting would be needed for safety in the dark areas of the park, and others saying that it might detract from the enjoyment of the park.

## PROPOSED ROUTE FOR THE BICYCLE PATH

In advance of the survey, senior management and technical staff conducted several walkabouts in these parks to scope out a route for the bike path that respects the existing park use, protects the park trees, and adds to the overall enjoyment of the park. This route was shown to park users during the survey for their comments, and was widely supported. A minority felt that the bike path should be closer to the water, but the majority did not want to bisect pedestrian uses along the beach with a bike path.

In response to the public input, staff have refined the route providing more space for the beach-adjacent picnic area, adding more bicycle parking, providing better separation between pedestrian and bicycle paths, and postponing consideration of lighting to Phase 2 which will allow more public discussion of this topic.

The proposed route is attached as Appendix A. It reflects the objective to provide a waterfront experience for bicyclists but leaves major pedestrian activity areas like the beach/sports court/playground area and the lawn at the pool undisturbed. The parking lot at the foot of McNicholl Street will be reduced but leave twenty spots, including ten with waterfront views. Impact on parking revenues is considered to be negligible.

The Park Board has implemented separation of pedestrian and bicycle paths for twenty years with good success; typically the number of conflicts between slower-moving pedestrians and faster-moving bicyclists decreases along with enhanced sense of safety and comfort. The survey did reveal some issues, though, which are unrelated to the presence of bicyclists and stem from inadequate pedestrian path width, poor pavement conditions, maintenance issues and lack of amenities. These issues are intended to be addressed in Phase 2.

## PROJECT SCHEDULE AND PHASING

Given the objective of completing a functional greenway upgrade in Hadden and Kitsilano Beach parks before summer 2014, time is of the essence.

The proposed schedule is

Park Board Approval: October 7, 2013  
Completion of 2-D design: October 31, 2013  
Procurement of 3-D consultant: November 15, 2013  
Completion of 3-D design: February 15, 2014  
Completion of construction: May 16, 2014

Phase 1 works include a new 3.5 m separated paved bicycle path, adjustments to some existing pedestrian pathways, some sections of new pedestrian pathways, relocation of various park amenities like water fountains, benches, picnic tables, added bicycle parking, playground fence, some landscaping. Recommendation B is seeking Park Board approval for these Phase 1 greenway improvements.

Phase 2 will require more public engagement and address existing deficiencies in the pedestrian pathways, unsatisfactory pavement conditions, opportunities for park enhancements, added amenities, and lighting. Recommendation C is seeking to enter this project into the capital planning process for 2015-2017.

## FUNDING

Based on the conceptual 2-D design, the Phase 1 works are estimated to cost \$2.2 Million. Staff are proposing that the source of funding be \$1.6 Million from the 2012-2014 Capital Plan allocation for Seawall: Upgrade of waterfront walkway/bikeway in West Point Grey. This money was intended for a similar project, separating pathways along the westerly beaches starting in Jericho Beach Park. Staff propose that the money be re-prioritised for the Hadden and Kitsilano Beach parks location, and that the pathways along the westerly beaches be reconsidered in a future capital planning process.

A further \$0.6 Million is requested from the 2012-2014 Capital Plan allocation for Parks and Open Spaces: Conversion of street into mini-parks. There is sufficient money to do the current projects in that category, and to provide some funding for the Hadden and Kitsilano Beach parks pathways.

Since all 2013 expenditures for this project (3-D consultant fees) can be funded from existing capital sources, the full budget of \$2.2 Million will be requested to be included in the 2014 Capital Budget, to be approved by Park Board and City Council before the end of the year.

At the end of February, a more precise construction cost estimate will be available based on the completed 3-D design and construction documents.

### PROJECT DELIVERY

Park Board staff have worked closely with staff from other departments on this project to date, and will continue that partnership, especially with Engineering Services, for the Phase 1 works including both the improvements on street rights-of-way and in parks, through

- Joint steering committee
- Joint technical teams
- Shared staff resources (public engagement, 2-D design)
- Joint process for First Nations issues
- Co-funding
- Consistent signage
- Joint project and construction management in parks
- Joint construction.

Other departments are also contributing, including the Corporate Communications Department and the Financial Services Group.

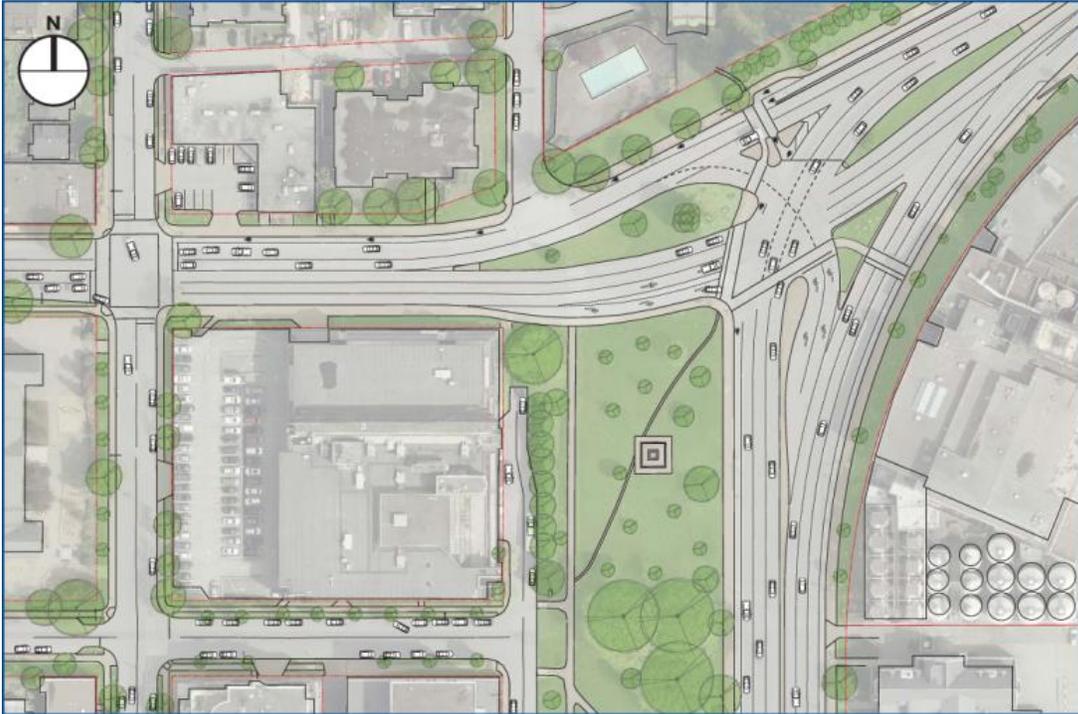
### SUMMARY

The Point Grey-Cornwall Active Transportation Corridor seeks to close the gap in the Seaside Greenway, and link it with Burrard Bridge. This report seeks approval of two sections of bike path in Seaforth Park and Jericho Beach Park, approval of a Phase 1 upgrade to the Seaside Greenway in Hadden and Kitsilano Beach parks, and consideration of Phase 2 upgrades in Hadden, Kitsilano Beach, Tatlow, Volunteer and Jericho Beach parks as part of the capital planning process for the 2015-2017 Capital Plan.

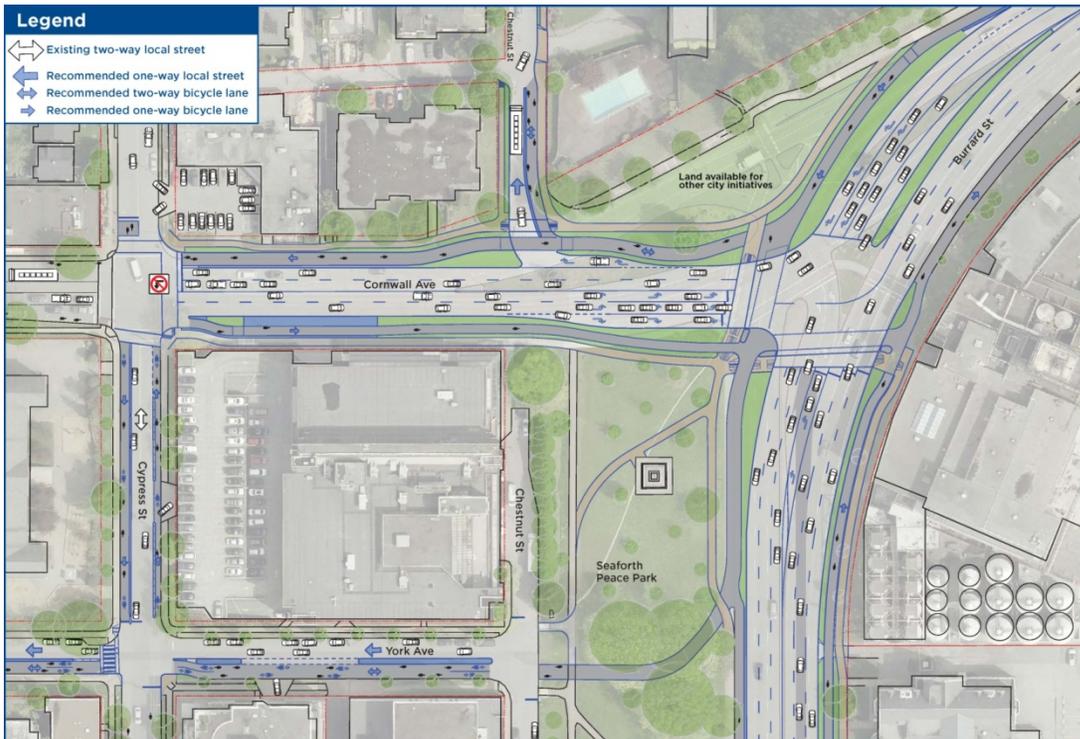
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### Appendix A Seaforth Park – Existing



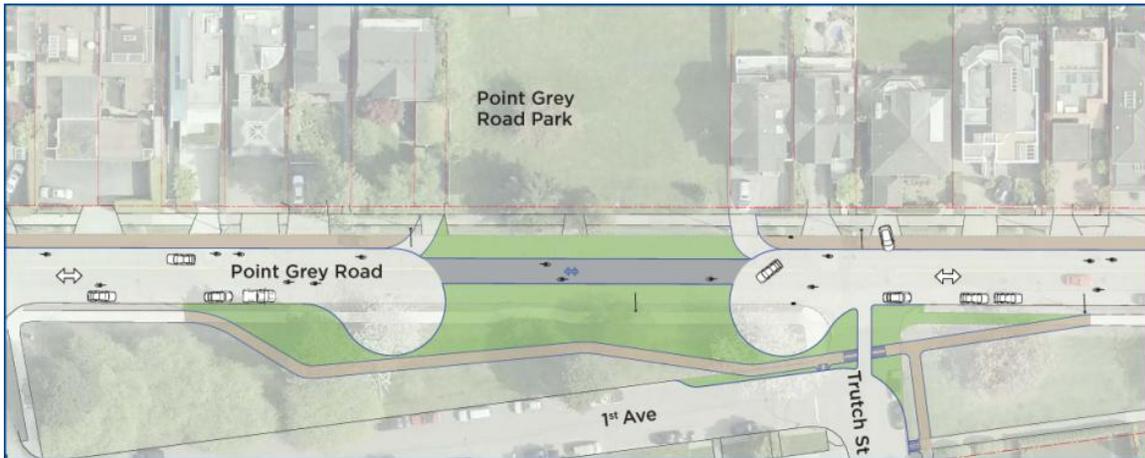
### Seaforth Park – Proposed



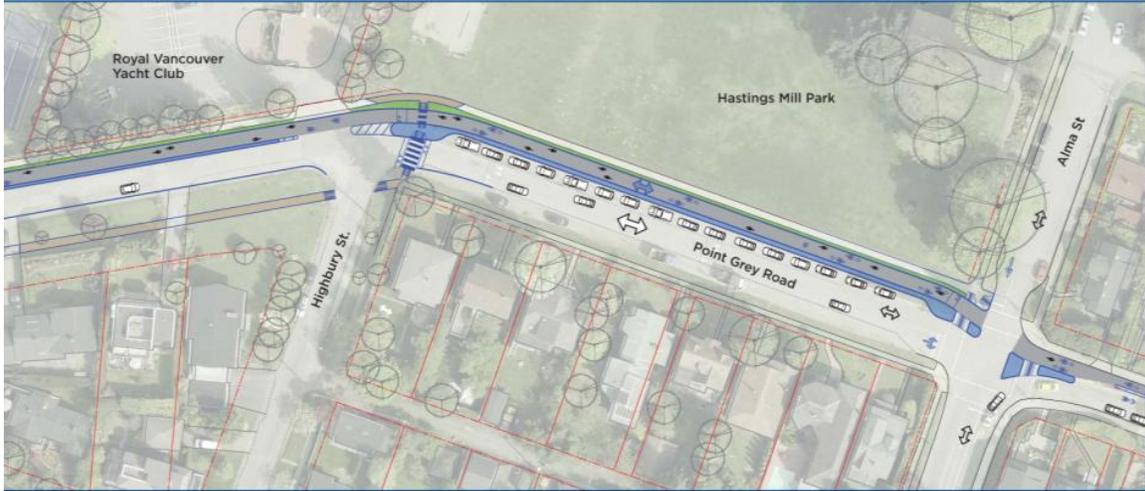
Appendix A  
Tatlow and Volunteer Parks



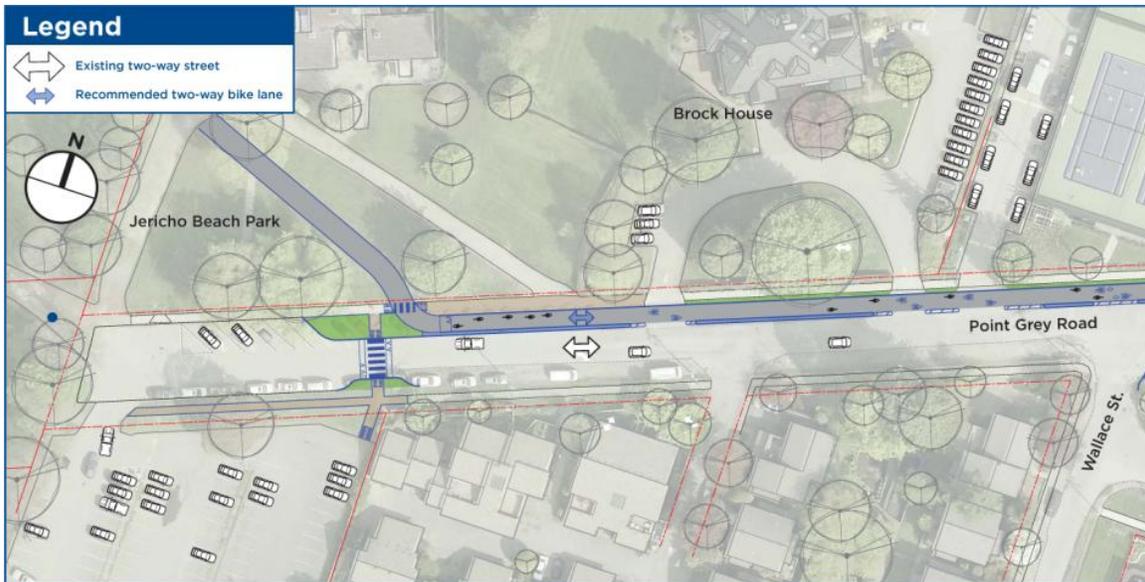
Trutch Street at West Point Grey Park



### Appendix A Hastings Mill Park



### Jericho Beach Park



# Appendix A Hadden and Kitsilano Beach Parks



## Appendix B Public Survey Results

1. Our goal is to make walking and cycling in and through the parks safer, more convenient, and more comfortable – without compromising the many ways people use the park. Do you support this goal?

Response	Chart	Percentage	Count
Yes		95%	352
No		5%	20
		Total Responses	372

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2. How often do you visit the park?

Response	Chart	Percentage	Count
Everyday		45%	167
Often (Once a week or more)		27%	100
Sometimes (A few times a month)		18%	67
Rarely (A few times a year or less)		7%	25
N/A – I'm just visiting Vancouver		3%	10
		Total Responses	369

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Appendix B  
Public Survey Results

**3. How do you get around in the park?**

Response	Chart	Percentage	Count
Walk		90%	331
Jog/Run		32%	118
Cycle		42%	153
Skateboard		2%	7
Rollerblade		4%	16
Wheelchair/Mobility Aid		1%	2
Other		1%	5

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**4. What do you like to do in the park?**

Response	Chart	Percentage	Count
Basketball		11%	41
Tennis		15%	54
Picnic		25%	92
Visit pool		30%	109
Visit beach / incl. volleyball		62%	228
Visit playground		28%	103
Socialize / People-watch		44%	163
Relax / Sunbathe / Read		36%	131
Connect with nature		32%	119
Enjoy waterfront		59%	218
Visit restaurant		23%	84

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Public Survey Results

**5. When getting around the park, what challenges do you face? Check all that apply.**

Response	Chart	Percentage	Count
Overcrowding		60%	192
Sometimes need to be on the lookout for other users (people walking, cycling, etc.)		65%	210
People aren't sure which way to go		38%	122
Path too bumpy / obstacles / sand		31%	98
Too dark at night		29%	92

**6. If park walking and cycling paths were improved, would you...**

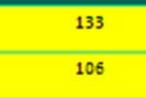
	Yes	No
Walk more often?	148 (49%)	113 (38%)
Enjoy walking more?	182 (71%)	58 (22%)
Cycle more often?	178 (63%)	69 (24%)
Enjoy cycling more?	179 (69%)	39 (15%)

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Public Survey Results

7. To make moving around the park safer and more comfortable, we are considering providing separated walking and cycling paths where possible. Do you think this is a good idea?

Response	Chart	Percentage	Count
Yes		93%	341
No		7%	26
Total Responses			367

8. Do you think more lighting on the paths is needed?

Response	Chart	Percentage	Count
Yes		37%	133
No		30%	106
In some locations:		22%	79
I don't walk at night		9%	32

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Public Survey Results

**9. Do you think the park needs more:**

Response	Chart	Percentage	Count
Seating (e.g. benches)?		20%	64
Bike parking?		43%	135
Water fountains?		61%	191
Other?		48%	150

**10. Do you have any questions, comments, or ideas regarding this potential route? Is there anything else we should consider?**

▪ General support for the route

- some emphasise the linkages to the path network
- several mentioned the need to provide good separation between pathways
- some cyclists would prefer to have the pathway near the water rather than swerving around the beach area
- many people mentioned the need for additional amenities like more washrooms, bike parking, seating, drinking fountains
- several people had ideas about enhancing the entrance at Yew St, the potential for a pedestrian plaza and a beach promenade
- several people felt that cyclists should be on the road, not in the park