



Report Date: June 28, 2024

VanRIMS No.: 08-3000-30

[Submit comments to the Board](#)

TO: Park Board Chair and Commissioners  
FROM: Director, Park Planning and Development  
SUBJECT: Imagine West End Waterfront Vision: Phase 1 - Report Back

## RECOMMENDATIONS

- A. THAT the Board approve Phase 1 of the Imagine West End Waterfront Vision as proposed in the report dated July 8, 2024, and direct staff to begin detailed design in coordination with City of Vancouver staff, subject to funding sources for implementation being approved through the Mid Term Capital Update.
- B. THAT the Board direct staff to enable (insert wording from OPTION 1 or 2) as outlined in Appendix B:

OPTION 1 – *Two-Way Beach Avenue with Direct Exit from Stanley Park* - to enable traffic from Stanley Park to exit onto Beach Avenue in the development of the detailed design for Phase 1, in alignment with the Vancouver City Council decision to reinstate two-way traffic on Beach Avenue west of Denman Street, through either one of two sub-options:

- OPTION 1A – *Beach Avenue/Park Lane Intersection Change Only*
- OPTION 1B – *Stanley Park Drive Reconfiguration*

OPTION 2 – *Two Way Beach with No Direct Exit from Stanley Park* - to not enable traffic from Stanley Park to exit onto Beach Avenue, and instead to maintain existing routing within Stanley Park.

- C. THAT the Board direct staff to respond to Council's interest in a strategy to scope efforts around foreshore mitigation and investments in the Seawall, by sharing with Council the findings of the Park Board's Climate Adaptation Response for Parks and Beaches when this work is complete

## PURPOSE AND SUMMARY

This report is provided in response to Board direction at the April 22, 2024 meeting, for staff to report back on the proposed Phase 1 implementation of the Imagine West End Waterfront Vision.

## BOARD AUTHORITY / PREVIOUS DECISIONS

As per the Vancouver Charter, the Park Board has exclusive jurisdiction and control over all areas designated as permanent and temporary parks in the City of Vancouver, including any structures, programs and activities, fees, and improvements that occur within those parks.

On April 22, 2024, the Board approved the Imagine West End Waterfront Vision and [directed staff to report back](#) with further information on Phase 1.

## CONTEXT AND BACKGROUND

This report provides information on the following aspects related to Phase 1 implementation:

1. Park Board and City of Vancouver jurisdiction;
2. Net improvements to park space and Phase 1 components;
3. Sequence of proposed Morton Park and Beach Avenue reconfiguration;
4. Potential impacts to parks from proposed return to two-way traffic on Beach Avenue west of Denman Street; and
5. Managing views from Beach Avenue.

On May 8, 2024, City Council approved the “Implementation of Phase 1 of the Imagine West End Waterfront Vision, with prioritization of a permanent All Ages and Abilities (AAA) bike lane on Beach Avenue west of Denman Street prior to any removal of the existing temporary bike lane in order to minimize disruption and prior to the reintroduction of two-way vehicular traffic, subject to funding approval through the 2023-2026 Capital Mid-term Update and Park Board approval.”

Council did not approve the Imagine West End Waterfront Vision and asked staff to “report back on a revised strategy to scope efforts around foreshore mitigation and investments in the Seawall that are necessary to address climate impacts and ensure enjoyment of the Seawall for years to come.”

Park Board’s [2024 Service Plan](#) identifies the need to develop a Coastal Adaptation Response for Parks and Beaches to complete vulnerability modelling, potential impact scenarios and adaptation options for Vancouver parks with ocean or Fraser River frontage also identifies this project as an Action Plan deliverable, and staff therefore recommend that the Board support sharing the findings of this work with City Council in 2025 when the work is complete.

## DISCUSSION

### 1. Park Board and COV Jurisdiction

The Board has jurisdiction over Morton Park and the areas within English Bay Beach Park within the Phase 1 boundary. The City has jurisdiction over the street including Beach Avenue, Denman Street and Morton Avenue. The proposed reconfiguration of Morton Park and realignment of Beach Avenue therefore requires approval from both the Park Board and City Council to be delivered as proposed.

### Status of Park Areas within Phase 1 (Figure 2)

- Morton Park - Permanent Park
- English Bay Beach Park - the portion within the Phase 1 boundary is Permanent Park. However, English Bay Beach Park is composed of a mix of Permanent Park and parcels leased from the Province.

There are also jurisdictional considerations for contract awards for implementation. As outlined in Park Board and COV Procurement Policies, contracts greater than \$2M in value require approval from both the Board and Council.

## 2. Net Improvements to Park Space and Phase 1 Components

Morton Park is positioned at the confluence of the vibrant Davie and Denman Streets and serves as a 'gateway' to the ocean for pedestrians arriving at English Bay Beach (Figure 1). The redesign of Morton Park will provide a highly impactful and visible first phase of the Imagine West End Waterfront Vision, that will encourage public excitement and help establish momentum for future phases. Refer to plan of concept design in Appendix A.

The new Morton Park will create an appealing and larger space to accommodate the growing population and increased tourism, the impacts of which are evident in substantial wear on the grassy areas in the existing park. The proposed transition between Morton Park and English Bay created by the realignment of Beach Avenue will offer a safer and unobstructed connection for pedestrians to the beach by simplifying the intersection and removing uncontrolled mid-block crossings.

As part of Phase 1, the redesigned Morton Park will include:

- Larger plaza space to accommodate the increasing use;
- Planting beds with native planting and shade trees, prioritizing the retention or relocation of existing plants and trees.
- More seating e.g. benches incorporated into the planter edges.
- Retention and relocation of the existing A-MAZE-ING Laugher public artwork.

The Welcome Pavilion and Splash Pad are not included in Phase 1.



Figure 1: View of new Morton Park Plaza from Davie and Denman Street Intersection looking out to English Bay.

Morton Park and English Bay Beach parks are currently separated by three roads: Morton Avenue, Davie Street, and Beach Avenue. At the completion of Phase 1, both Morton Avenue and Davie Street will be closed and a two-way Beach Avenue will be realigned to tie into the intersection of Davie and Denman. As a result of the portions of roads closing and being converted to park, Morton Park will double in size (from 0.22ha/0.54ac to 0.43ha/1.06ac). The size of English Bay Beach Park does not change in this phase (0.57ha/1.41ac). (Figures 2 and 3)



Figure 2: Existing Park versus Road area.



Figure 3: Proposed Park versus Road area.

### 3. Sequence of Proposed Morton Park and Beach Avenue Reconfiguration

The proposed reconfigured Morton Park and its consolidation with English Bay Beach Park is reliant on the existing segment of Beach Avenue between the two being converted to park space. Inversely, the proposed realignment of Beach Avenue relies on the Morton Park reconfiguration, making the park and transportation components inter-dependent to proceed as proposed in the Vision.

The City of Vancouver has the authority to return two-way traffic to the segment of Beach Avenue west of Denman Street without Park Board approval, provided this work takes place within the current street right-of-way and does not encroach on Morton Park, English Bay Beach Park or Stanley Park.

### 4. Potential Impacts to Parks from Proposed Return to Two-Way Traffic on Beach Avenue West of Denman Street

#### Morton Park

In addition to the benefits to the new park program, size and configuration, certain existing infrastructure and utilities may remain under the portion of existing Beach Avenue that will become park. This will be a consideration during design development.

#### English Bay Beach Park

To achieve the proposed Beach Avenue cross-section for Phase 1 with two-way vehicle traffic, the design relies on the installation of a new path south of the existing row of trees, in lieu of a sidewalk within the street right of way. This path would facilitate accessible pedestrian circulation for park users and replace the existing worn dirt 'desire path' within English Bay Beach Park. The new path would be a park asset primarily serving English Bay and Stanley Park users, and would allow better protection of adjacent tree roots through path design (Figure 4).



Figure 4: New pedestrian path alignment south of existing Beach Avenue trees.

#### Stanley Park

Reinstating two-way traffic on Beach Avenue, presents the Board with the decision whether or not to enable traffic from Stanley Park to exit onto Beach Avenue to align with the changes to traffic flow Council has directed COV staff to implement. As it currently stands, traffic on Park Drive exiting Stanley Park travels in a one-way direction eastbound and out of the park on Park Lane. Access to Second Beach is currently served by travelling northbound on Park Lane, and westbound on South Lagoon Drive, then westbound on Park Drive. Refer to Appendix B for a map of this configuration.

Allowing vehicles to exit Stanley Park at Beach Avenue is conditional on a Park Board decision, with the following considerations:

- Reconfiguring the intersection of Beach Avenue and the existing bike lane on Park Drive to accommodate vehicles exiting from Stanley Park will align with the Council decision to return two-way traffic to Beach Avenue; Refer to **Appendix B** for more information.
- However, it is likely that providing a connection for exiting vehicles to Beach Avenue will increase traffic in the park. Based on a study completed in 2012, it was estimated that 1 in 5 motorists who were non-park users travelled through Stanley Park to by-pass the Highway 99/Causeway. For additional information, please refer to **Appendix C**.

Staff will work collaboratively with the City of Vancouver Engineering Department and the Province to monitor traffic volumes and mitigate any emerging and problematic traffic increases.

### 5. Managing Views

Preserving and enhancing the existing tree canopy is important and there are park design strategies that will ensure views to the water from the street are carefully considered. Tree canopy height from the ground can be managed so that views are available below the canopy as is the case with the existing mature street trees along Beach Avenue (Figure 5). Exact spacing of trees would be resolved during detailed design to further accommodate views. The proposed Welcome Pavilion building is not part of Phase 1. Planned for Phase 2C, it would be a single storey structure that would be positioned on the raised and re-graded beach so that most if it is below the level of Beach Avenue and not obstructing views (Figure 6).



Figure 5: View of water below canopy of existing Beach Avenue mature trees.

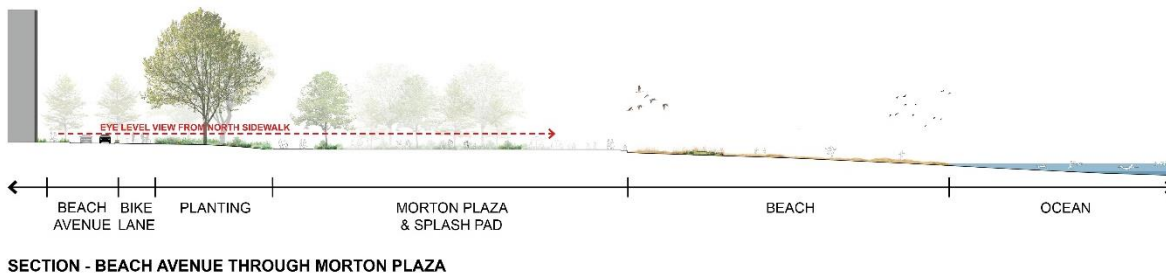


Figure 6: Proposed Cross-Section from Beach Ave. through Morton Plaza indicating eye-level view below tree canopy (note: splash pad is not part of Phase 1).

**FINANCIAL CONSIDERATIONS**

Capital Costs: Phase 1 is estimated to cost approximately \$16M to design and construct, including project contingency, \$10M of which is exclusively for the park components, and the remaining \$6M is exclusively for streets and transportation elements.

The breakdown of estimated capital costs for the park components, shown in Figure 7, include a 30% project contingency based on industry standards for a Class D cost estimate, and an additional 10% project contingency for design and project management costs.

<b>Phase 1 (Park Components)</b>	<b>Cost</b>
Site Preparation and Utilities	\$2.1M
Plaza Paving and Pathways	\$3.2M
Green Space, Trees and Furnishings	\$1.7M
Project Contingency (40%)	\$3.0M
<b>Total</b>	<b>\$10M</b>

*Figure 7: Breakdown of capital costs for park components of Phase 1 (2023\$)*

Of the \$10M cost for the park scope, \$8.6M of Community Amenity Contribution (CAC) funding is available in the 2023-2026 Capital Plan for 'growth-related' park elements. An additional \$1.4M is required for the 'renewed' park elements of Phase 1 and this renewal funding is being requested through the Mid-term Update process, as CAC funding cannot be utilized for non-population growth related works. The funding sources for park features are indicated in Figure 8.

<b>Morton Park/ Phase 1</b>	<b>Cost</b>	<b>Applicable Funding Source (new or renewal)</b>
New Park Features	\$8.6M	New (West End CACs available in 2023-2026 Capital Plan)
Renewed Park Features	\$1.4M	Renewal Funding Sources (to be confirmed)
<b>Total</b>	<b>\$10M</b>	

*Figure 8: Costs and funding sources for renewal and new features in Phase 1 (2023\$)*

The City of Vancouver will provide the remaining \$6M required for the transportation scope. Funding options will be brought forward for Council consideration as part of the 2023-2026 Capital Plan Mid-Term Update in July 2024.

The operating impacts of capital related to implementation of the Parks component of Phase 1 is estimated at 5% of the capital budget or \$500k. This figure will be refined during the design and construction stages and related operating budget increases will be requested through future budget cycles.

**CONCLUSION AND NEXT STEPS**

Pending Board approval and approval of renewal funds through the Mid-Term Capital Update by Council, staff will begin the detailed design process for Phase 1, including finalizing the financial planning exercise, and beginning the procurement process for detailed design consultation and construction, with construction potentially beginning in Q4 2026.

\* \* \* \* \*

### APPENDIX A

### Approved Concept Plan for Phase 1



Plan of Concept Design for Beach Ave and Morton Plaza included in Phase 1



Excerpt of Concept Design for Morton Plaza  
*Note: Splash Pad and Welcome Pavilion are not part of Phase 1.*



## APPENDIX B

### Stanley Park Ceperley Meadow Reconfiguration

As it currently stands, traffic on Park Drive exiting Stanley Park travels in a one-way direction eastbound. Access to Second Beach is currently served by travelling northbound on Park Lane, and westbound on South Lagoon Drive, then westbound on Park Drive (see map below).



If two-way traffic were to be implemented on Beach Avenue, impacts to Stanley Park would be conditional upon what the two-way access configuration on Beach Avenue is intended to serve. Below summarizes three options depending upon the purpose of the two-way Beach Avenue function. It should be noted that none of these options below have been reviewed with Musqueam, Squamish and Tsleil-Waututh Nations or any stakeholders.

### OPTION 1 - Two Way Beach with Direct Exit from Stanley Park

#### Option 1A – Beach Avenue/Park Lane Intersection Change Only

If two-way access is to enable traffic to exit Park Drive onto Beach Avenue, then changes to the Beach Avenue Intersection are required. The current way for vehicles to travel to Second Beach from the Beach Avenue entrance to Stanley Park is to travel northbound on Park Lane, and then turn left to travel westbound on South Lagoon Drive, to Park Drive, then west to Second Beach. This would not require any changes for incoming traffic to what is there today. The only change that would be required would be to the intersection at Beach Avenue and Park Lane, to allow exiting vehicles from Park Drive to Beach Avenue (see photo below).



Westbound Access into Stanley Park  
**OPTION 1A**  
Park Lane to South Lagoon Drive

Line painting and signage would need to be removed to enable traffic to exit at Beach Ave (instead of Park Lane to west end neighbourhood)

Redesign of intersection/re-alignment of barrier and transition of bike lane onto seawall path in this area

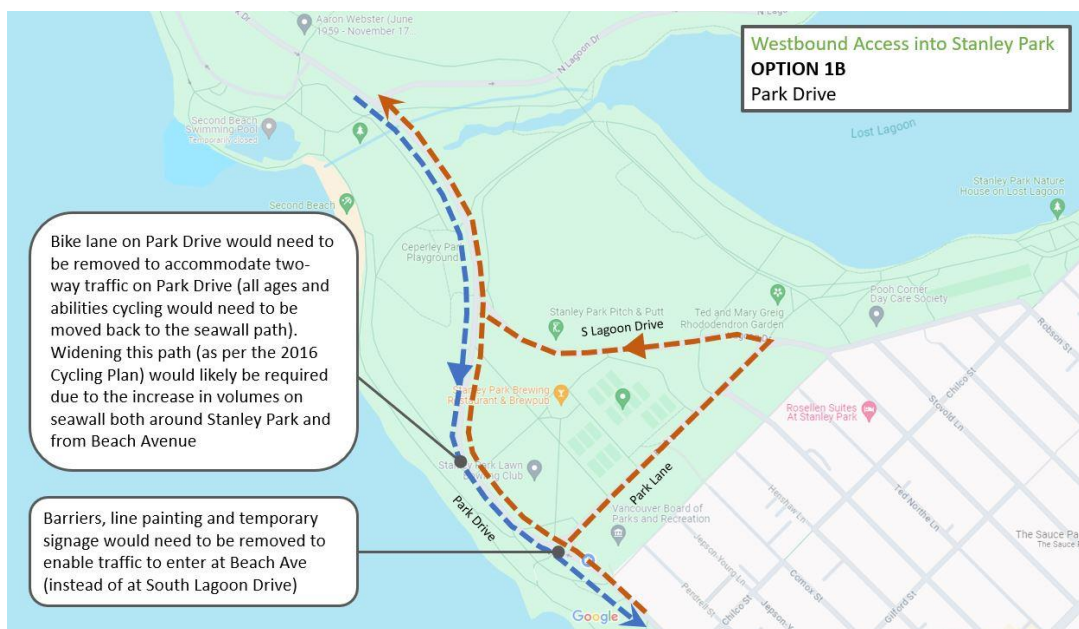
### Option 1B – Stanley Park Drive Reconfiguration

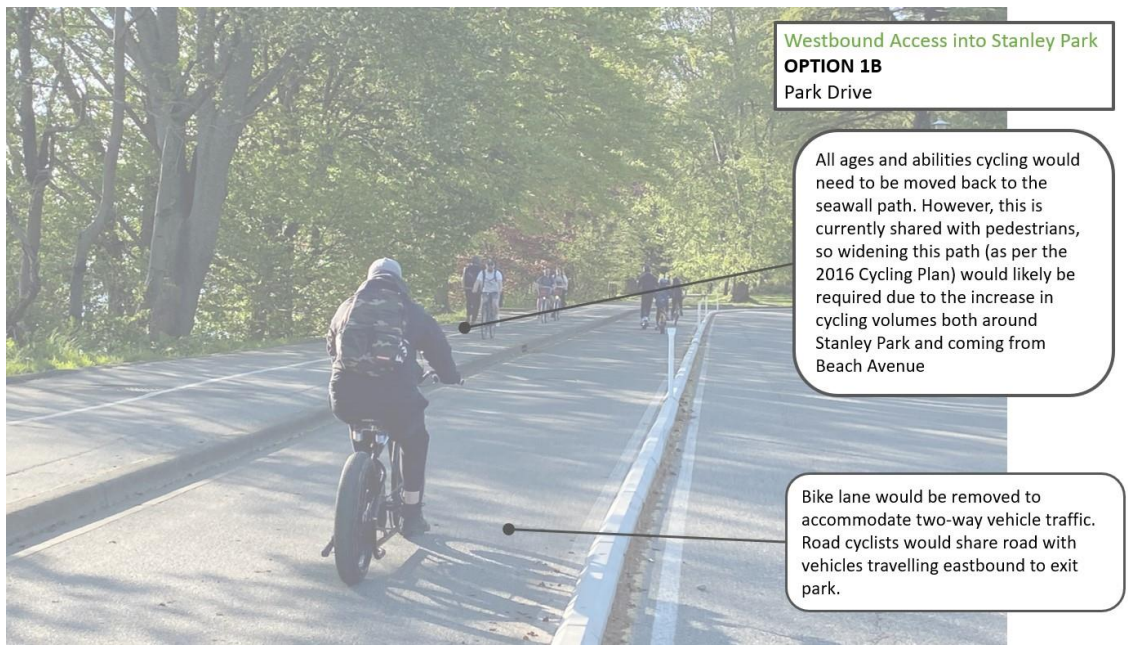
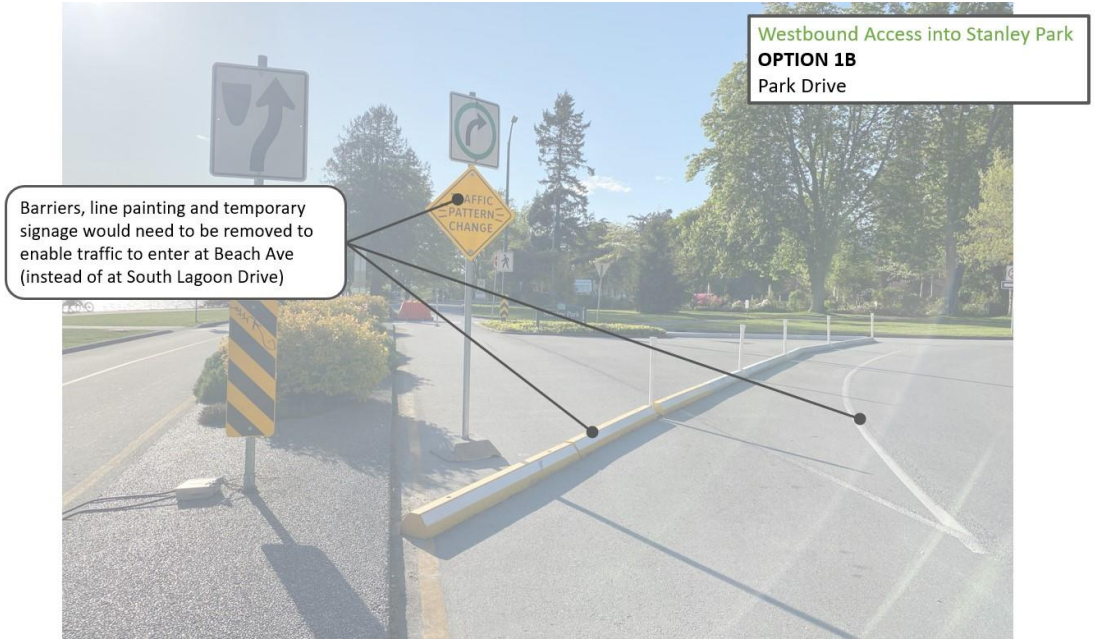
If two-way access from Beach Avenue is required into the park up to Second Beach, then this would result in changes needed within Stanley Park in the Ceperley Meadow area, which could be one of two potential options for westbound traffic into Stanley Park

This would mean that vehicles travelling westbound into the Park would travel west on Park Drive up to Second Beach. In order to accommodate traffic in both directions on Park Drive, the following changes would be needed, resulting in higher costs than the other options:

- removal of the temporary bike lane on Park Drive from Park Lane up to North Lagoon Drive, and
- a redesign and potential widening of the shared pedestrian/ bike lane at the edge of Park Drive to be dedicated to cyclists (to accommodate the increasing volumes of cyclists as shown in the photo below).

Road cyclists coming off Park Drive would continue to use the eastbound lane of Park Drive to exit the Park and travel onto Beach Avenue. The redesign of the seawall bike lane would be recommended to accommodate the larger volumes of cyclists coming off the seawall onto the already narrow seawall bike path as shown in Photo B below.





### Option 2 – Two Way Beach with No Direct Exit from Stanley Park

If the purpose of two-way traffic on Beach Avenue is to enable eastbound traffic for access to residences on Beach Avenue or for residences to exit the west end neighbourhood via Beach Avenue, then no change to the Stanley Park circulation/traffic flow is needed. Vehicles travelling westbound on Beach Avenue, could then travel northbound on Park Lane to access these above noted areas.



## APPENDIX C

### Stanley Park Mobility Considerations

Broader impacts from vehicle exiting onto Beach Avenue are expected with an increase in vehicle traffic bypassing through Stanley Park. Since the start of the pandemic and up until the summer of 2023, all vehicle traffic exiting Stanley Park on the west side of the Park was directed onto North Lagoon Drive and out to Georgia Street eastbound. On September 8, 2023, the final phase of the removal of the bike lane enabled vehicle traffic to exit Stanley Park via Stanley Park Drive south to Park Lane northbound and into the west end (via Barclay, Nelson and Robson Streets).

In order to determine the impacts of this change on vehicle traffic in Stanley Park and the West End Neighbourhood, an analysis of vehicle volumes was completed by Engineering and Park Board staff. Daily average vehicles volumes were measured between July 17, 2023 and September 6, 2023 prior to the Ceperley Meadow area being opened to the West End, and were compared to daily average vehicle volumes between March 1, 2024 and April 4, 2024 (the latest peak volume data), after the Ceperley Meadow road network was open to the west end streets. The table below shows the average vehicle volumes and the % increase or decrease (weekday vs weekend) between these two periods of summer of 2023 vs spring of 2024.

**Table B1 – Vehicle Volumes Increase/Decrease (summer 2023 vs spring 2024)**

Time Period		Barclay St (1800) - Eastbound	Nelson St (1800) - Eastbound	Robson St - Eastbound
Weekday	Pre-Ceperley Exit (2023)	750	2150	1250
	Post-Ceperley Exit (2024)	850	2100	1450
	% Change	12%	-2%	15%
Weekend	Pre-Ceperley Exit (2023)	850	2150	1450
	Post-Ceperley Exit (2024)	1050	2550	1450
	% Change	22%	18%	0%

Overall, vehicle traffic to the west end neighbourhood via Barclay, Nelson, and Robson Streets combined saw an increase of an average of 600 vehicles per day during the weekend ranging between 0 and 22% increase per street. A 2015 count of Beach Ave recorded between 4,000 and 5,200 vehicles per day travelling eastbound. This implies that despite a second exit opening from the park, increased travel times resulting from navigating the west end streets is potentially deterring motorists from shortcutting through Stanley Park. Traffic within Stanley Park and to West End streets will continue to be monitored through the summer to complete a direct seasonal comparison of the impacts of changes at the Ceperley Meadow area as part of continuing work on the Stanley Park Mobility Plan.