

**STANLEY PARK  
TRANSPORTATION  
AND  
RECREATION  
REPORT 1996**

# STANLEY PARK TRANSPORTATION AND RECREATION REPORT 1996

This report recognizes that many forms of movement in the park are recreation rather than transportation, and that recreation should be favoured over transportation. Following is a short summary of key proposals.

**Recreational uses have priority over transportation uses.** In Stanley Park, the causeway is an obvious exception. For the remainder of the park, recreational uses will be expanded in the scenic areas, that is along the perimeter including the Seawall and Park Drive. Transportation uses will be focussed on the core area close to Pipeline Road and Avison Way. The core area will become in the long term a transfer point where cars are parked, where public transit arrives and departs, where park-based transit offers an alternative way of getting around, and from where a system of walking and cycling paths connects to park attractions.

**Private car traffic in the park will be discouraged.** The report acknowledges that cars are and will remain for a long time the primary means of getting to the park. Cars will therefore not be banned from the park. However, the endless circulation of cars on Park Drive is an unnecessary intrusion into the peaceful park atmosphere. Steps will be taken to start reducing the number of private cars in the park, including efforts to get people to leave their cars outside the park. Roadside parking along Park Drive and North Lagoon Drive will be reduced by 70%. Road capacity will be reduced by limiting private cars to one lane only during the busy season. Car-free days will be introduced to give visitors the experience of a more quiet park.

**Buses have priority over cars.** Buses are a more efficient way of moving people than cars. Facilities for tour buses, a proposed park jitney and public transit will be improved by designating a bus-only lane during the summer, creating safe transit stops and expanding bus parking. Taking the bus to and in the park will be promoted, service will become more frequent and convenient.

**Walking, cycling and in-line skating will be enhanced.** The Seawall will be upgraded as a mixed-use facility for all. It is recognized that cycling and in-line skating are appropriate recreational activities on the Seawall. A ban would impact especially on families with children, who constitute almost half of all cyclists in Stanley Park, and on teenagers and young adults who are largely cycling or in-line skating. Instead of banning, better separation for pedestrians will be provided that will make walking the Seawall safer and more comfortable. A better connection between English Bay and Coal Harbour through Ceperley Meadows will be built for cycling and in-line skating. Interior forest trails and paths between Park Drive and the Seawall will be improved to attract more visitors looking for alternatives to the Seawall.

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## 1.0 BACKGROUND

Transportation to and in Stanley Park has been a topic of numerous studies and reports, including the 1989 Stanley Park Transportation Update with the 1990 Stanley Park Jitney Financial and Operational Feasibility Study, the 1992 Final Report of the Stanley Park Task Force, and the 1994 Stakeholder Input to the Stanley Park Transportation Management Plan. Detailed information on previous Park Board resolutions can be found in Appendix C.

The Park Board is continuing to receive public delegations and submissions finding fault with current transportation conditions. Two issues in particular galvanize public input, conflicts between visitors proceeding along the Seawall at different speeds, and the presence of large numbers of cars and buses on Park Drive, their pollution and noise seen as incompatible with the enjoyment of a park setting.

These two issues are linked in proposals to redistribute part of the existing pavement from car use to bus and non-motorized use. This could be achieved by relocating cyclists from the Seawall to Park Drive where appropriate, and by creating a bus lane during the summer months. In order to determine how such or other changes would impact on the use of the park, existing and future movement patterns have to be considered. This report is based on previous transportation documents, it provides an update on new data obtained through this summer, and proposes short-term actions and a framework mid to long-term policies.

## 2.0 TRANSPORTATION VERSUS RECREATION

Stanley Park is an attraction to both regional visitors and tourists from afar. Its location as a peninsula perched on the tip of a metropolitan area with only one dominant and a few minor access points causes difficult transportation problems. The size of the park, the distances between park facilities, and the mix of visitors pursuing some form of recreation make getting around the park often difficult.

**Getting to the park is a transportation issue.** Transportation is characterized by the intent to get from one place to another in a speedy, efficient and convenient manner. Little concern is given to the surroundings encountered along the way. In Stanley Park, the journey from the park entry to the parking lot can be considered for many as transportation. Once the car is parked, transportation ends and recreation begins in the form of walking, cycling, in-line skating or taking the horse trolley.

Since parking is widely distributed throughout the park, visitors engaged in transportation frequently interfere with the recreational pursuits of others. Asking to ban cars from the park is asking that the park should be solely for recreation, not for transportation. That proposition is easily accomplished in small parks but not so easily in Stanley Park.

City Council and the Park Board have affirmed that pedestrians should get first priority, cyclists second, transit users third, and occupants of private cars last. This hierarchy applies to transportation only, not to recreation.

**Sightseeing is recreation.** Unlike transportation, sightseeing generally is not focussed on a specific destination but on the journey and the sights encountered on the way. Speed and efficiency are of no concern when sightseeing but scenic surroundings are. Sightseers in Stanley Park are walking, cycling, in-line skating, riding in a bus, horse trolley or car. Sightseeing is probably the dominant form of recreation in Stanley Park.

**Exercising is recreation.** People exercise by walking, jogging, cycling or in-line skating. Usually, exercising is done at advanced speeds, thus jogging is done faster than strolling, etc. Exercising is more enjoyable in scenic surroundings but does not depend on them as much as sightseeing. Unlike transportation, exercising is not focussed on a particular destination but on the distance covered.

Both sightseeing and exercising are appropriate activities in a park, none should have priority. However, when conflicts occur and it becomes necessary to separate the activities, sightseeing should be favoured in the more scenic location.

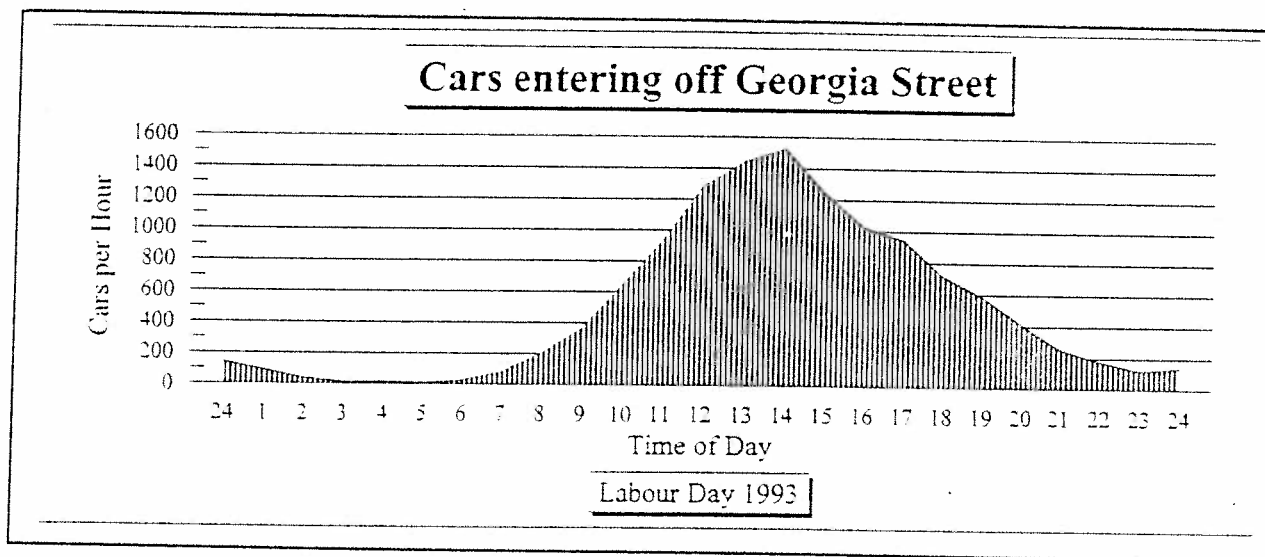
**Parks are for recreation.** Some conflicts in Stanley Park are caused by the incompatibility between transportation and recreation. On Park Drive, slow-moving sightseeing vehicles frequently slow down the progress of others trying to drive quickly to a particular parking area, or attempting to exit the park. While on the causeway transportation takes priority over recreation, in the remainder of Stanley Park the opposite applies. Thus, when conflicts occur between transportation and recreation in Stanley Park, first priority should be given to recreation on the perimeter, while acknowledging the priority needs of public transit in the park core area.

Admittedly, the distinction between transportation and recreation is not always very clear. A drive around the park may be both transportation and sightseeing; cycling from Kitsilano along the Seaside Route to Second Beach Pool may be both transportation and exercising. However, when conflicts occur between these activities, making the distinction will allow the Board to consider policies that favour recreation over transportation. In addition, understanding the movement of people on the Seawall as recreation and not transportation opens the door to a different kind of problem solving.

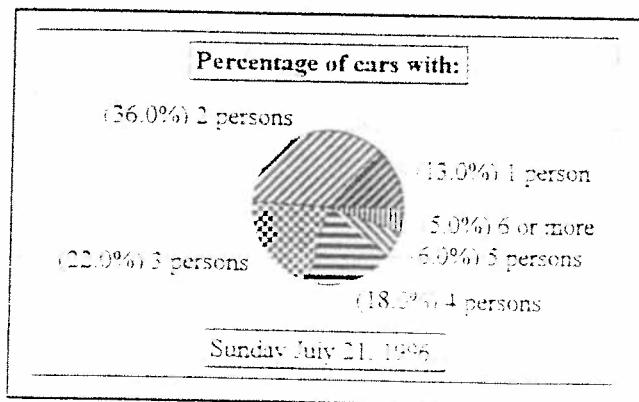
### 3.0 CARS IN THE PARK

#### 3.1 THE UPSIDE: CONVENIENCE FOR MOTORISTS

Cars are the primary means of access. The number of visitors to Stanley Park swells in the summer months. Sunny weekends in June, July and August up to Labour Day draw the biggest crowds. Previous counts and estimates concluded that on a busy day approximately 12,000 cars enter the park, along with about 200 tour buses. Volumes of up to 14,000 cars have been recorded on exceptionally busy days. Two thirds of all vehicles enter between 10:00 AM and 5:00 PM. In the early afternoon a steady stream of more than 1,000 vehicles per hour enters from Georgia Street alone. Frequently, these volumes lead to congestion on park roads. Some areas get congested regularly, but, due to parking manoeuvres and slow moving sightseeing vehicles, congestion can happen at any point.



Park visitors make efficient use of private cars. Recent counts on a Sunday showed an average car occupancy of 2.8 visitors per car for all vehicles in the park, up from 2.6 in 1992. For visitors intending to see the attractions in the park core area such as the aquarium or the miniature train, average car occupancy reaches 3.5 persons per car. These numbers are high compared to average urban traffic patterns. Vancouver's traffic currently averages only 1.2 persons per car. Based on these figures, a typical sunny weekend day has from 30,000 up to 40,000 visitors



arriving by private car.

It can be argued that Stanley Park's high car occupancy is efficient in terms of public and private cost, convenient in terms of travel time from trip origin to trip destination, and practical in terms of transporting recreational paraphernalia to the park. Public transit would be significantly less convenient requiring multiple mode transfers for the 70 % coming from outside the City of Vancouver and longer travel time.

**Sufficient parking is available.** Stanley Park has slightly over 3,400 parking spots. Two thirds of these are located in the high-use southeast corner of the park east of Pipeline Road. On busy days, parking in this area is at a premium, however there is always parking available in the remoter parts, especially on Park Drive between Prospect Point and Third Beach. Average length of parking in 1992 ranged from 1.5 to two hours depending on location. While generally there is ample parking available, the prospect of having to compete for scarcer parking in some areas during high-demand times serves as a deterrent for some potential visitors.

**Most cars come from outside the city.** A survey on trip origin of parked cars, conducted this summer, showed that only between 25 and 30 % of parked cars came from the City of Vancouver. Almost half came from the Vancouver region but outside the city, and the remainder from parts outside the province. Regional visitors currently have to rely on the car as a means of access in the absence of acceptable alternatives. However, visitors from the City of Vancouver and tourists staying in Downtown hotels could be prioritized for a shift to public transit.

### 3.2 THE DOWNSIDE: DETERIORATION OF PARK EXPERIENCE

**Noise and pollution reduce enjoyment of the park.** People come to Stanley Park in order to enjoy the natural environment, to get away from urban surroundings, to find peace and quiet, to breathe fresh air, to play and relax from the stress of everyday life. Congested park roads, long queues of stationary cars, clouds of exhaust and the noise of engines are found to be incompatible with the ideal of a park according to many visitors.

In some areas, vehicular traffic directly interferes with recreational activities, most prominently when Park Drive is located close to the Seawall, as at the Lower Zoo Area, near the Totem Poles, near Lumbermen's Arch and at Second Beach. Also the scenic value of Lost Lagoon is compromised by the proximity of North Lagoon Drive and the causeway. Noise and pollution from vehicles are frequent subjects of complaints, as are the aesthetic blight of car queues and the safety risk to pedestrians trying to cross.

**Parking on Park Drive aggravates the problem.** Currently, about 1,100 parking spots are provided on Park Drive and North Lagoon Drive. In the southeast and southwest of the park, street parking quickly fills up on busy days. Driving around in order to find an available parking spot contributes significantly to traffic volume on Park Drive, and detracts from its quality as a scenic route.

### 3.3 TRENDS

**The population of the Vancouver region will continue to increase.** Greater Vancouver is expected to grow from 1.6 Million residents in 1991 to 2.9 Million in 2021, according to projections by BC Stats. It can be expected that to many of the incoming residents Stanley Park will be an attractive destination during the summer for day trips with the family. These people by and large will not have access to convenient transit to the park, instead they will want to bring their cars, further adding to the peak car volumes.

**Tourism will increase.** The number of tourists has increased by 18.6 % from 1992 to 1995, and such increases are expected to continue due to recent developments like the expansion of the Vancouver Airport, ongoing construction of new hotels, and proposed developments like the new convention centre, and expanded cruise ship facilities. Stanley Park is already an important tourist destination, and will continue to draw increasing numbers of tourists.

**Car ownership is still on the rise.** The trend towards an even more car-oriented society continues. According to GVRD data, from 1986 to 1991 the car per person ratio in the City of Vancouver has increased from .50 to .57, and is projected to increase further to .60 over the next twenty-five years. The growth in the total number of vehicles will continue to outstrip population growth, giving an increasing percentage of people easy access to automotive transportation.

Efforts by the GVRD and the City of Vancouver to reduce private car use are directed mainly at journey to work. No efforts are underway to specifically curtail use of cars for recreational purposes.

**The pressure to keep cars out of Stanley Park will increase.** According to Park Board surveys in 1992, only a minority of people is willing to ban private cars from the park. However, their numbers will rise. Increasing urbanization of the region, with frequent side effects of congestion and pollution, is bound to have an impact on people's appreciation of a park free of such problems. The more the region densifies, the stronger the call for a car-free park will become.

### 3.4 PUBLIC VIEWS

**Any change in Stanley Park will cause negative impacts for some park users, and generate public protest.** Every recreational use in Stanley Park has evolved in response to the currently available access. People have grown accustomed to driving to the park facilities of their choice. Changing transportation in Stanley Park is bound to create negative impacts for some user groups. There is no general public consensus on solving transportation issues.

Many argue that the problems are exaggerated, that transportation works fine most of the year, and is tolerable during the peak season. Their conclusion is that nothing should be done that inconveniences current park visitors.



**Doing nothing will cause public protest.** Already, people are concerned about the deterioration of the park environment through private vehicle use, and contend that the ills of urban traffic are incompatible with the desired peacefulness and serenity of Stanley Park. The Park Board has been receiving numerous submissions asking for a ban on cars. Once periods of congestion on Park Drive become more frequent, competition for parking more fierce, and conflicts between transportation and recreation more pronounced, calls for banning cars will become even more frequent.

**Local visitors have a different view than regional visitors.** West End residents, who are more likely to visit the park regularly and are far more often exposed to the negative impacts of the status quo, feel that they do not contribute to transportation problems since they have easy access without needing a car. Regional visitors come less often, accept the negative impacts of driving in the park as a necessary part of the visit in the absence of acceptable alternative means of access. Even if this statement is an oversimplification, the debate over the car in Stanley Park in part depends on where people live.

**Yes to car access, no to large traffic volumes.** The 1992 Stanley Park User Survey showed that, out of a total of 1631 respondents, 51 % agreed (23 % disagreed) to reducing the number of cars in the park, but a much larger majority of 68 % agreed (18 % disagreed) to allowing continued vehicular access to the park. In short, the majority of park visitors want the opportunity to drive their cars into the park, but dislike the fact that so many others do it.

### 3.5 DISCUSSION

**Why should we consider banning cars from the park?** A car-free Stanley Park would be more of a quiet, green oasis in a metropolitan region. The beauty of the scenery, the serenity of the forest, and the calm of the meadows would be much enhanced. Noise and pollution would be reduced. People could enjoy the park as a more powerful antidote to the urban environment. Even the difficulty of reaching removed park locations would pay off in a heightened experience, a great view earned through a walk or a bike ride is more satisfying than a convenient drive-by view. Clearly, Stanley Park without cars would be a much greater treasure.

**What would happen if cars were banned from Stanley Park now?** Since cars are the primary means of access, and adequate public transit to replace the car will not be available in the long term, banning vehicular access is equivalent to keeping large numbers of visitors out, especially visitors from beyond the City of Vancouver. The impact on use of park and facilities would be severe. Much lower numbers of visitors would threaten the viability of some facilities, and impede the use of others. Families with children would be most affected, as would be persons not capable of walking long distances. Facilities and destinations in the northern part of the park would be more affected than those closer to the West End. Park Board revenues would see a drastic decline, undermining the ability to maintain and operate the park. Legal difficulties could arise with lessees who assume vehicular access will not change during the term of their contract.

**Doing nothing is not acceptable.** Given the population growth of the region and the increasing demand for visits to Stanley Park, rising numbers of cars will enter the park, contributing to added periods of congestion on park roads, and further reducing the quality of park experience for others. If nothing is done, more and more people will drive to a park that is less and less attractive. Gridlock on park roads will not get worse but happen much more frequently. To preserve the unique quality of Stanley Park, a lessening of transportation impacts is necessary.

**If banning cars is too drastic, how can driving in the park can be discouraged?** It has been shown that congestion and scarcity of convenient parking function as disincentives to taking the car into the park. Congestion is a function of road capacity and traffic volume. Decreasing road capacity for cars by limiting car travel to only one lane of Park Drive will initially create more congestion, but will, after a period of adjustment, deter more visitors from taking the car into the park. Decreasing the amount of available parking will also work as a deterrent to driving into the park. Raising parking fees to a level that is comparable to parking fees outside the park will convince more people to leave the car outside the park boundaries. None of these disincentives are popular with those affected by them, and they work effectively only when alternatives to taking the car are available.

**Is it possible to find a compromise between car access and a car-free park?** It is possible to separate the park into separate zones, and make some of them accessible to cars while leaving other areas of the park free or with significantly reduced traffic. In Stanley Park, an improved system would see more cars enter off Georgia Street and proceed to parking lots along Pipeline

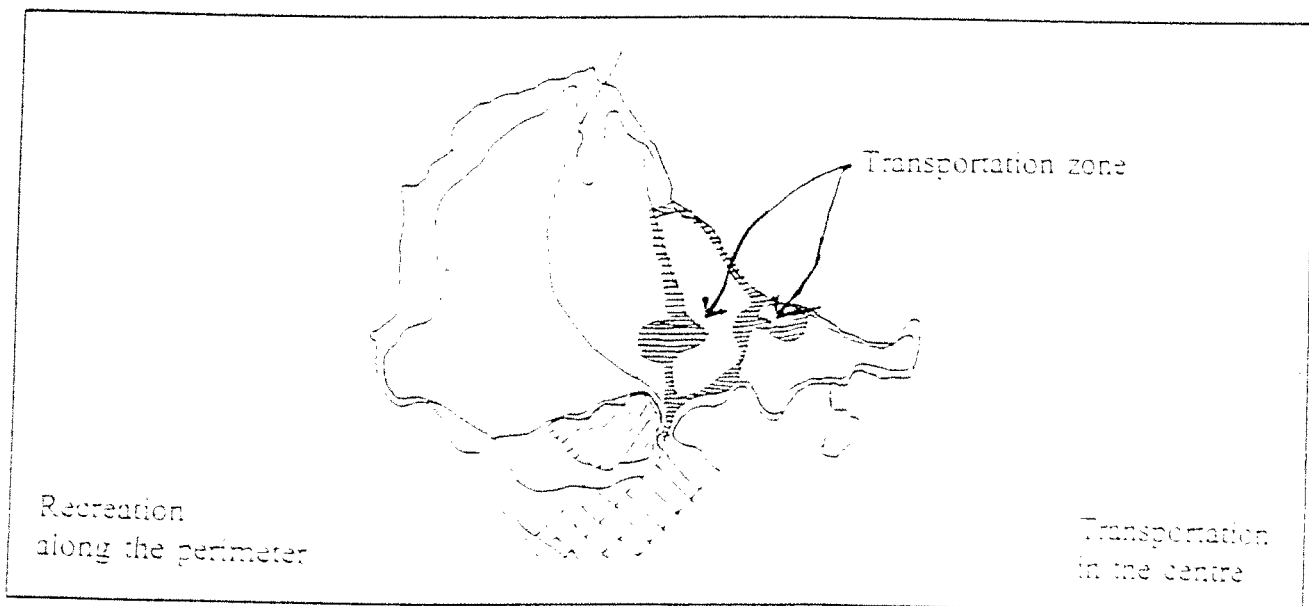
Road or Avison Way, and fewer cars circulate on Park Drive. That way, visitors could enter the park and leave their cars in a central location easily connected to many park attractions, and they could enjoy the most scenic areas of the park in peace and quiet.

Additional visitors could park off-site, for example in the parking lot of Devonian Harbour Park or other locations along the route of the #19 Stanley Park bus, and take public transit from there. Others could park near the Seaside Route along English Bay or Coal Harbour and cycle, in-line skate, or walk to the park. Vehicular access and exit would Park Drive less than today. Park Drive would have limited transportation functions and could accommodate more recreation uses.

Such approach is a fundamental change to the way the park functions now. It would still create negative impacts for visitors that would have to be mitigated. Facilities like the Prospect Point Cafe, the Teahouse at Third Beach or the Royal Vancouver Yacht Club can only be reached via Park Drive, special consideration would have to be given to their access situation.

**Transportation in the centre, recreation along the perimeter.** It makes little sense to waste the most precious areas of any park with parking or other transportation facilities. Those functions should be located in the least attractive areas, and be laid out close to the main park entry in order to minimize the distance cars travel in the park. In Stanley Park, the most scenic area is the waterfront including the Seawall, Park Drive, forest trails, and meadows that have views of the water. The least attractive area of Stanley Park is the current service yard. If any parking that is stripped along the perimeter has to be replaced, it should go in that location. Additional advantages are that the service yard is located within walking distance of park attractions in the southeast corner of the park, close to park entry and exit.

Obviously, Stanley Park evolved into a different system. Park visitors are now used to parking along Park Drive, to driving close to picnic grounds or other recreational facilities. Many may feel that the convenience of the status quo is most important. Changing the current transportation and recreation patterns will inconvenience many park visitors in the short term, but will create a more enjoyable park in the long term.



**Change in the future requires starting to change now.** In the long term, there will probably be no alternative to a park substantially free of car traffic. It can be argued that the time to act has not yet arrived. Given that use patterns are ingrained, it is best to start the process now, and proceed slowly but consequently. Gradual change lets people adapt, allows to modify existing facilities to be less dependent on car access close by, and offers a chance to re-evaluate the policies and re-direct where necessary.

**Snapshot of the long-term future.** The area around Pipeline Road and Avison Way will become the main arrival point for motorists and passengers of public transit. Out of sight of the scenic areas of the park but close to many park destinations, people will leave their cars or exit from buses in order to start walking, cycling, in-line skating, or taking a park shuttle to the destination of their choice. Bicycle and in-line skate rentals could be provided there, along with park information on sights, facilities and programs. Getting in and out of the park will be easy and convenient without impacting on the pleasure of others enjoying a peaceful park.

There will be multiple ways for people to get around the park, from public transit to guided park tours. Some of these will operate exclusively in the park, others will originate in the city. Park Drive could be closed to private vehicles for periods of time.

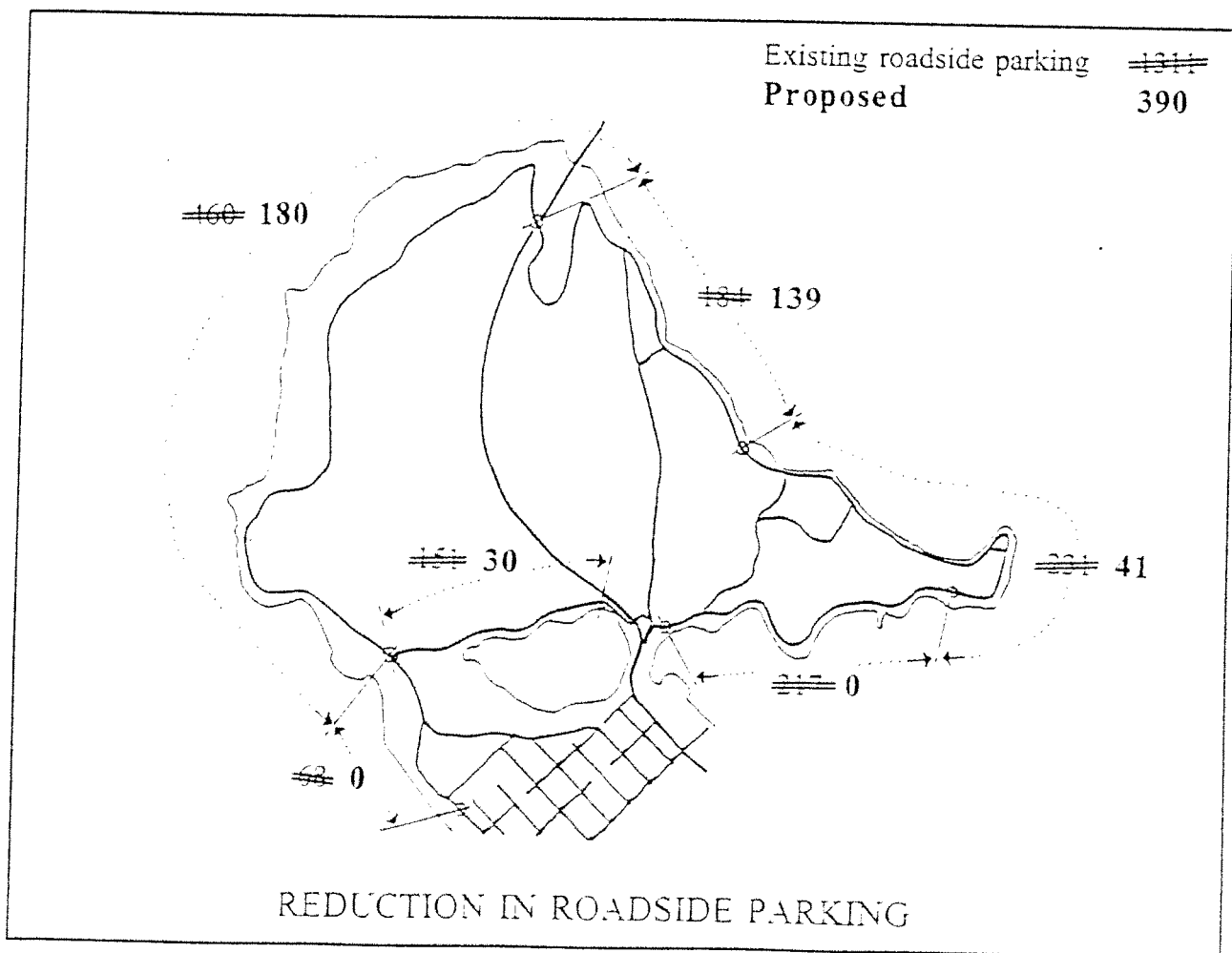
### 3.6 PROPOSALS

1. Reduce roadside parking along Park Drive and North Lagoon Drive. As part of the creation of a dedicated bus lane from May to September, 921 of a current total of 1311 existing roadside parking spaces, including parallel and diagonal parking, will be eliminated, leaving the following 390 parking spaces: 41 at Brockton Point, 139 between Lumbermen's Arch and Prospect Point, 180 at Prospect Point, and 30 along North Lagoon Drive. Existing parking lots will not be changed.

Reducing roadside parking on Park Drive is one step towards focussing transportation uses in the centre of the park, and enhancing recreation uses along the perimeter. A period of adjustment will be necessary for park visitors who are accustomed to the existing parking opportunities. It can be expected that initially congestion on Park Drive and North Lagoon Drive will increase until park visitors have adapted to the reduced parking capacity in the park.

This proposal will have a negative effect on parking revenues, projected at a reduction of about \$ 100,000. In addition, revenue reductions at concession stands and other park facilities are expected in the short term as a consequence of providing fewer parking spaces.

The loss in parking spaces and revenues can be partially offset by providing parking in



the old service yard which could accommodate about 300 parking spaces, and by raising parking fees.

2. **Reduce road capacity by limiting cars to one lane only on Park Drive and North Lagoon Drive.** The remaining lane will be open to buses only. This will facilitate the operation of public transit in the park, the introduction of a park jitney, and the movement of tour buses in the park. Limiting cars to one lane only will be in effect during the busy season only, from May to September. More details on this proposal can be found in the next section of the report on buses.

Since the existing park road system with two lanes open for cars is operating at capacity during the busiest days of summer, limiting cars to one lane only will initially create increased congestion, and inconvenience many park visitors. In time, this congestion will discourage park visitors from taking their cars around Park Drive, and encourage them to leave the cars outside the park or find parking in the core area.

3. **Experiment with car-free days.** This could be done as special events that will give visitors a taste of a Stanley Park without cars in the scenic areas. Access to the park core area and parking lots located there would be maintained. Park Drive would be closed to private cars, and opened for special cycling events. These would be coordinated with other events in the park, and promoted intensively. If car-free days become popular, they can be expanded to become regular events. It should be noted that such car-free days would create impacts for regular park visitors who might lose convenient access to facilities. These impacts have to be carefully weighed against the intended benefits. Some negative impacts may have to be mitigated.

4. **Develop new uses for the old service yard on Pipeline Road.** Two options are currently evaluated:

Option One: Develop the service yard for transportation uses as an intermodal transfer point with car parking, public transit stop, park shuttle stop, bicycle and in-line skate rental, and information services. Car parking in the service yard would in part mitigate the loss of roadside parking along Park Drive and North Lagoon Drive. Parking in the old service yard, in the upper zoo parking lot and along Pipeline Road would become the primary parking in the park, away from the most scenic areas. This would be an essential step in concentrating transportation functions in the park centre, and expanding recreation uses along the perimeter.

Option Two: Develop the service yard for recreational uses such as playing fields. Given the population growth in the Downtown peninsula and the perennial problem of providing sufficient capacity for ball play, the service yard could be considered as an appropriate location to address a playing field shortage. Reforestation could also be a future non-transportation choice.

5. **Raise parking fees.** Parking fees in the park should be comparable to parking fees outside the park to discourage overflow parking from the West End into Stanley Park. Currently, the low parking fees are an incentive to taking cars into the park rather than parking in the Downtown and walking or taking the bus from there.

## 4.0 TOUR BUSES AND PUBLIC TRANSIT

### 4.1 STATUS QUO

**Many tour buses.** Approximately 200 tour buses enter Stanley Park on any given day in the summer season between May and September, coinciding with the cruise ship season. One cruise ship alone can generate up to 15 bus loads. These buses take about 8,000 visitors to the park daily.

The typical bus tour of Stanley Park involves a drive around Park Drive with stops at the Totem Poles (15 - 20 minutes) and at Prospect Point (20 - 40 minutes). Buses slow down or come to a stop at Brockton Point, the Empress of Japan, the Lion's Gate Bridge overpass, the Hollow Tree, and Ferguson Point Tea House.

Since the average stop is twice as long at Prospect Point where a full range of tourist services are offered, the same number of buses creates more congestion at Prospect Point than at the Totem Poles.

These bus tours can be part of sightseeing programs, chartered for special events or by tour groups, school buses taking children on field trips or athletes to sports facilities, or part of regional tours. In addition, horse trolley tours are offered that operate solely within the park. All these are not significant in terms of relieving existing car pressure on the park because their focus is not transportation as much as sightseeing, and they are catering to many who would not take cars into the park anyway.

**Few public buses.** Public transit operates both to and around the park. The # 19 Stanley Park bus is the major connection between the Downtown and the park. It originates in Metrotown, runs along Kingsway to Main Street, then eastward on Pender Street and Georgia Street to Stanley Park. On weekdays, the regular # 19 trolley bus terminates in Downtown. Passengers headed for the park transfer to a # 19 shuttle bus operating between Downtown and Stanley Park.

The # 52 Around The Park bus operates on weekends only, it circles the park on Park Drive and connects to the West End via Alberni Street, Denman Street and Beach Avenue. Information on the ridership of # 19 and # 52 buses during the past summer will be available from BC Transit later this fall.

Few people know of the # 52 Around The Park service. The existing service frequency, it runs on one-hour headways on weekends only, is too low to attract many visitors while at the same time the lack of bus passengers makes it difficult to argue for improved service. In addition, congestion on park roads makes it difficult to deliver predictable service.

More bus routes connect to bus stops within a few blocks of Stanley Park. The # 3 Main/Robson bus runs on north on Main Street, west on Pender Street and Robson Street, south on Denman Street, and east on Davie Street. The # 8 Fraser/Davie bus does the reverse loop in the West End, and connects to South Vancouver via Fraser Street. The # 1 Gastown/Beach bus - which

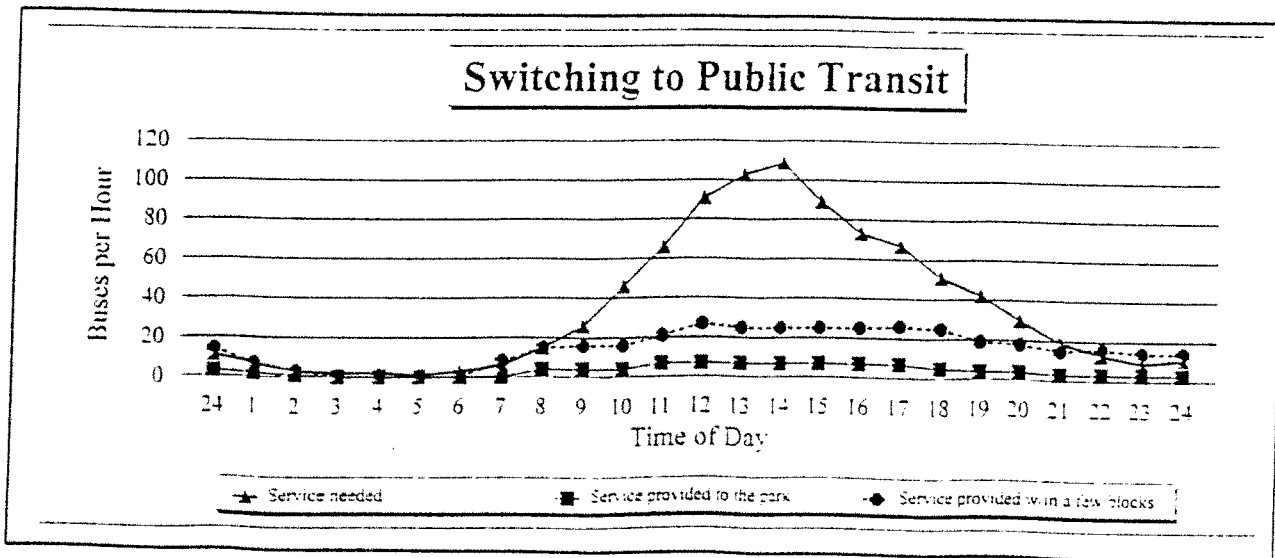
unfortunately does not operate on Sundays - heads west on Davie to Denman, and returns east on Beach Avenue, connecting via Burrard Street to Gastown. North Shore buses # 241/242 and # 250/251/252 connect Downtown with North and West Vancouver. All of these buses can deliver passengers to locations within easy walking distance of the park.

**Public transit service has been improved.** Since this summer, visitors can take public transit to the Upper Zoo area, much closer to the park's attractions than the previous bus stop at the Chilco Loop. Buses of the # 19 Stanley Park Bus are running on 15 minute headways on Saturdays, and 10 minute headways on Sundays, a doubling of service compared to last year's summer schedule. BC Transit will make a decision later this year on whether to re-instate this improved service next summer.

**Why don't motorists simply take public transit?** On a summer Sunday, Stanley Park is served by 86 bus trips. For comparison, the University of British Columbia campus, in a similar end-of-line location, is served by about 400 bus trips per school day, transporting about 8,000 people. This is less than one fourth of the people arriving by car in Stanley Park. To give another example, to replace the 1,000 cars per hour entering the park from Georgia Street with public transit, buses would have to be filled to capacity and arrive at a frequency of more than one every minute.

The chart "Switching to Public Transit" illustrates the service required to replace private cars entering Stanley Park on a busy Sunday with buses. "Existing service" includes the #19 and #52 buses entering the park, "service within a few blocks" includes buses #3 and #8 on Denman Street and North Shore buses # 241/242 and # 250/251/252 on Georgia Street. The chart is based on a seating capacity of 40 people per bus.

The chart speaks for itself. It is not possible for every visitor to take transit if the current visitor volumes are to be maintained. Not only would a staggering number of buses have to roll into Stanley Park, increased service of the entire transit system would be required for people to get to the Stanley Park buses. Unfortunately, the park's peak visitor volumes happen on the weekend





when overall transit service is at its lowest level. Public transit and travel to recreation facilities is currently not a good fit. BC Transit will not be able to deliver in the foreseeable future a service that makes the car redundant as a means of access to Stanley Park.

**Buses should receive priority over cars.** The presence of buses in the park is not without controversy. They block views, are quite unsightly when massed at locations such as the Totem Pole area, slow down traffic, stop in moving lanes when bus parking is filled to capacity, and spew black clouds of exhaust. Nonetheless, buses are a more efficient way of bringing visitors to the park and showing them around than cars. City Council and the Park Board have repeatedly affirmed that transit should receive priority over private cars.

Some negative impacts of buses can be mitigated. Already, some buses entering the park operate on cleaner-burning fuel and are less noisy than diesel buses. Also, bus parking can be expanded at the expense of car parking to allow more buses to stop and let passengers exit without blocking moving traffic. Once an exclusive bus lane is designated, taking the bus in the park will become a more attractive proposition.

## 4.2 TRENDS

**Transportation policies will set new priorities.** The City of Vancouver is in the process of developing a Transportation Plan that will set new priorities placing less emphasis on private car use and more on alternative transportation. The result will be much improved public transit both to and within the Downtown including new services and greater frequency on existing services.

**New forms of transit into the park may evolve.** The development of Coal Harbour is intended to be served by an aquabus-type marine transit system that could connect directly to Stanley Park. Residents of the North Shore will be able to use Seabus and a connecting marine transit to reach Stanley Park without having to enter the Downtown. In addition, the proposed False Creek Trolley may one day extend to Coal Harbour. These new forms of transit probably will not have a significant impact in terms of capacity, but their recreational character will make them especially attractive to Stanley Park visitors.

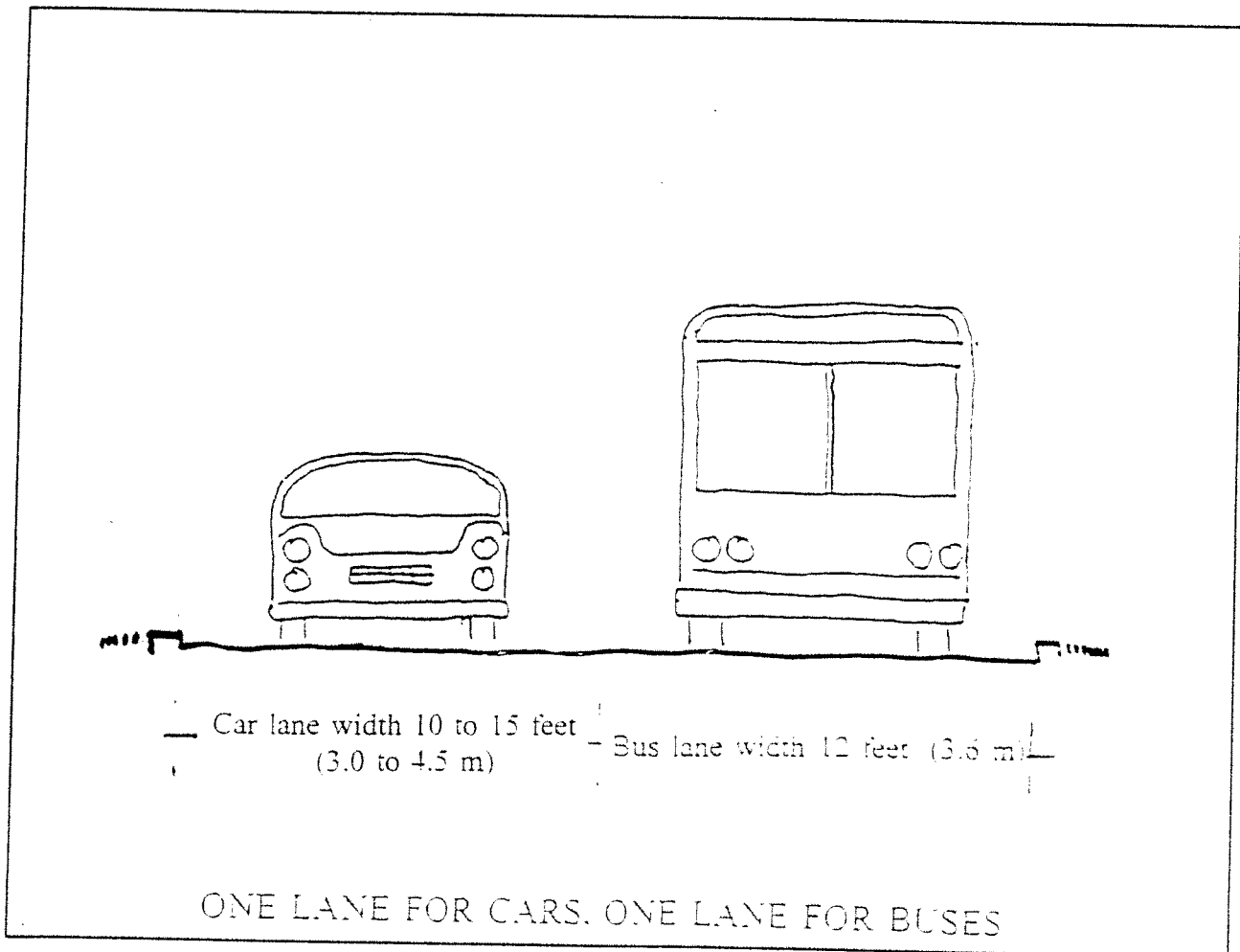
**Growth in tourism will bring more tour buses.** The boom in Downtown hotel construction, the rise in cruise ship customers, potential expansion of cruise ship facilities and convention centre facilities, the recent expansion of the Vancouver Airport, and the overall growth in tourism will lead to increasing numbers of tour buses entering Stanley Park.

### 4.3 PROPOSALS

6. Designate bus-only lane on Park Drive and North Lagoon Drive. Such a lane will facilitate the introduction of a park jitney. is necessary for reliable public transit service, will improve the circulation of tour buses in the park, and will decrease road capacity for cars, an additional incentive to taking transit in the park. Funding for these improvements should come from tour bus revenue.

The design of the bus-only lane is based on a design width of 12 feet which is achievable in almost all locations except for a number of tight spots between Prospect Point and Second Beach. Widening of Park Drive is not possible in these locations due to some very large trees. The width of the car lane will vary from 10 to 15 feet. 15 feet would allow cars to pass bicycles within the lane. This width is achievable in only a few locations, but widening of the existing pavement is not recommended due to the relative scarcity of cyclists on Park Drive.

The bus-only lane will be located on the left side if looking in the direction of travel. Bus passengers, seated much higher than car passengers, will have unimpeded views. At public transit or park jitney stops, traffic islands will be built between bus and car lane to allow bus passenger to disembark safely.



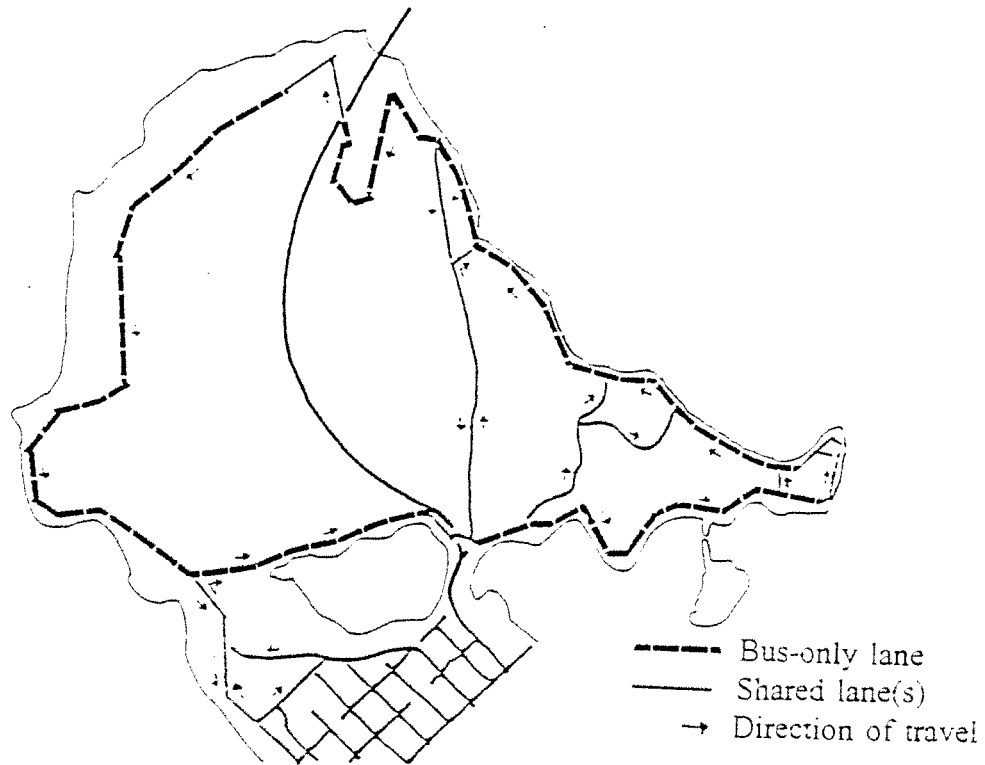
The bus lane will be in effect from the beginning of May to the end of September. The rest of the year, cars can use any of the two lanes.

921 parking spaces on Park Drive and North Lagoon Drive will be eliminated, leaving 390 spaces available. The reduction in parking can be partially mitigated by converting the old service yard to a parking facility with approximately 300 parking spaces.

The bus lane will be designated on Park Drive and North Lagoon Drive except for Brockton Point where the current shared use of one lane will be kept, Prospect Point to the picnic grounds where the current shared use of two lanes will be kept, and the end of North Lagoon Drive where the current shared use of one lane will be kept. To create a bus only lane in these locations would require extensive road modifications including widening which is not considered at this point.

A bus-only lane on Park Drive is incompatible with the horse and carriage operation which currently uses Park Drive and Pipeline Road. A bus or jitney service, which is based on pre-determined headways, cannot successfully operate trapped behind a horse carriage in the same lane. Equally, a horse carriage in the remaining car lane would create unacceptable congestion.

Alternative choices for the horse and carriage operation include developing a route other than Park Drive/Pipeline Road, attempting to combine it with a Park Drive bicycle lane, or eliminating it.



BUS-ONLY LANE IN STANLEY PARK

The cost of providing a bus lane is estimated at \$ 125,000, including re-stripping and signing the lanes, replacement of signage, construction of pedestrian refuges at public transit and park jitney stops, and providing cross walks and curb cuts.

7. **Introduce a park jitney system.** The park jitney or shuttle is a mass transit system that will take visitors around the park on a predetermined route and schedule. It will operate in addition to the existing public transit service. Unlike transit, the jitney will be as a recreational attraction to park visitors much like the current horse trolley but without the same route restrictions. Two alternative routes are being considered: a long loop around the entire park on Park Drive and North Lagoon Drive, and a short loop around the southeast corner of the park, using Park Drive and Pipeline Road.

The Park Board will solicit proposals for a jitney service from private operators. The selection criteria will include affordable ticket prices, economic viability of the proposed system, compatibility with the park environment, and attractiveness of the service to park visitors. The success of such a system is strongly linked to an exclusive bus lane, car parking concentrated in the park core area, and disincentives to private car access on Park Drive and North Lagoon Drive.

8. **Request BC Transit to further improve service.** A detailed review of bus service on the Downtown Peninsula is underway. Service to Stanley Park is part of the review. Potential service improvements could be increasing the frequency on the # 52 Around the Park bus from the current one bus per hour to one bus every 10 or 15 minutes, extending the route of the # 1 Beach bus to the Second Pool area, extending service on the # 1 to include Sundays when demand for access to Stanley Park is highest, reversing the direction of travel on the # 1 Beach so that it does not double the route of # 8 on Davie Street but offers westbound service on Beach Avenue, starting the # 19 Stanley Park shuttle on weekends at the Main Street Skytrain station to provide easy transfer from Skytrain, and making Stanley Park part of the planning process for the proposed free or low-fare Downtown bus loop.

9. **Promote taking public transit to the park.** Currently, few of the brochures and pamphlets on Stanley Park and facilities located there contain any transit information. Getting to the park by transit is currently not an option that many visitors consider because they do not know about the existing service. Revise all Park Board publications on Stanley Park to include up-to-date transit information. Cooperate with private facilities in the park to do same with their brochures. Specific park-and-ride promotion will include maps of parking lots outside the park that are located along public transit routes. Also, BC Transit publications will be included in this promotion.

10. **Improve tour bus facilities.** Current bus parking at the Totem Poles and at Prospect Point is insufficient during peak use, causing overspill into one moving lane of Park Drive and subsequent congestion. It is proposed to review the layout of both locations, and design improvements that will accommodate more tour buses, if necessary at the expense of car parking. Low-cost improvements will be implemented in the short term, capital-intensive improvements will be deferred to the mid-term. Tour buses must pay their way in the future.

## 5.0 WALKING, CYCLING AND IN-LINE SKATING

### 5.1 STATUS QUO

**Many visitors walk, cycle and in-line skate to the park.** Residents of the West End often prefer walking to the park because their homes are located within easy walking distance. The distance that people find acceptable for walking varies. The more pedestrian-friendly walking routes are, the longer the distance visitors are willing to walk in order to get to Stanley Park. Cycling and in-line skating further increase the distance that does not require using buses or cars, both activities put more people within easy reach of the park. No current counts are available on the number of visitors arriving in a non-motorized way, but there are indications that the numbers are increasing. Unlike vehicular access that is reaching the limits of road and parking capacity, non-motorized access has currently no such capacity limits.

Driving to the park is transportation and often not very enjoyable due to the negative side effects of urban traffic. Walking, cycling and in-line skating to the park can take advantage of scenic routes, be they quiet tree-lined streets in the West End or the Seaside Route along the waterfront of English Bay. That way, the journey to the park becomes part of the recreational experience.

**Park-and-pedal along the Seaside Route.** Increasingly, visitors park outside the park and continue on bicycles or in-line skates, known as park-and-pedal or park-and-skate. As new paved paths along English Bay and Coal Harbour are completed, parking lots farther away will become acceptable for park visitors instead of driving into the park. Also, a growing number of tourists is taking public transit or driving rental cars to the West End, renting cycling or in-line skating gear from various stores, and proceeding into the park.

Park-and-pedal expands the distance between Stanley Park and parking lots that visitors are willing to accept for trips into Stanley Park. Once the Seaside Route around False Creek is completed, any adjacent parking should be acceptable for cyclists headed for Stanley Park. Similarly, the waterfront route along Coal Harbour will make Downtown parking lots acceptable as park-and-pedal transfer points. Promoting park-and-pedal with information on parking facilities along access routes, and improving facilities for cycling and in-line skating to the park will make it more popular to leave the car outside the park.

**Walking is the primary mode of getting around in the park.** The vast majority of visitors walk around once they have arrived. Pedestrians concentrate in the southeast section of the park where most of the park attractions are located, and on the Seawall. Few explore the forest trails. Except for the Seawall, pedestrian volumes are nowhere near capacity of the path network. Even on the busiest days, walkers can find solitude on the forest trails.

**Cycling is restricted to a few paths.** Almost all cyclists can be found on the Seawall. Very few cyclists explore the forest trails, not surprisingly because only one trail is identified as a bike path, and signage is either non-existent or confusing. Also, few cyclists use Park Drive as an

exercise track. The poor condition of the road shoulder in some areas, frequent exposure to car exhausts, and the steepness of the road going up to Prospect Point limits usage, however the increase in exercise cyclists on Park Drive during off-peak hours indicates untapped potential.

The road and path network in Stanley Park was built with cars and pedestrians in mind. Cycling is tolerated on the Seawall and on Park Drive but there has been little effort to integrate cycling as a desirable form of recreation in the park.

**In-line skaters are concentrated on the Seawall.** In-line skating works best on smooth, level pavement that is wide enough to stride, conditions generally offered by the Seawall. Completing the Seawall loop requires in-line skating through Ceperley Meadows and along Lost Lagoon. The steep grades encountered on the bridge over the meadows and through the underpass at Georgia Street are problematic for but the most skilled in-line skaters. While the Seawall is one of few facilities for in-line skating in the city - the presence of many skate rental shops in the West End is testimony to that - the conditions for in-line skating on the Seawall are far from ideal due to the poor condition of the pavement, the many catch basins in the path, and the narrow width of the path in some areas that does not allow passing others.

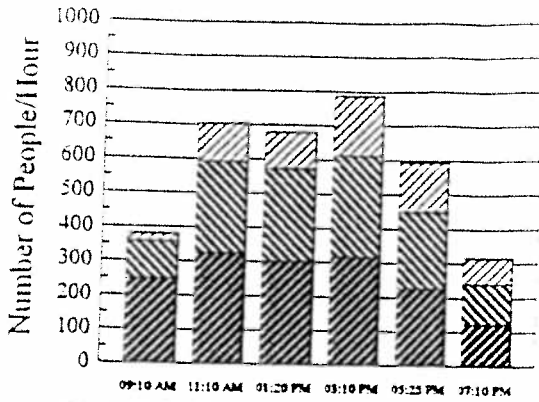
## 5.2 SEAWALL UPDATE

**Conditions on the Seawall are a frequent source of complaints.** The Park Board has been receiving numerous public delegations and written submissions regarding conflicts between visitors on the Seawall. Cyclists and in-line skaters are accused of weaving into the pedestrian path, bullying pedestrians, going too fast or failing to obey dismount signs. Accidents between pedestrians and in-line skaters or cyclists have happened. Especially seniors and parents of small children are concerned about potential collisions and falls. Some people have ceased visiting the Seawall now, others argue that the need to be constantly on the lookout for potential danger takes away most of the pleasure of walking the Seawall. Even if the number of complainants is low, their concerns are serious and have to be addressed. The proposed solution, according to these complainants, is to ban in-line skaters and cyclists from the Seawall.

**Profile of a typical busy day on the Seawall.** Extensive counts and observations were made through the summer to establish a better understanding of how the Seawall is currently used. On a sunny weekend day, the high volumes reach 1,000 or more per hour on the west side, less on the east side. The graphic shows counts at four different locations, taken on Sunday July 28, 1996, a sunny and hot day. The highest counts were recorded between 2:00 and 4:00 PM. Total numbers are drastically lower before 9:00 AM and after 7:00 PM. These one-day counts were spot checked on other weekends, yielding similar patterns in terms of total volumes but differences in modal split, that is the relative share of pedestrians, cyclists and in-line skaters.

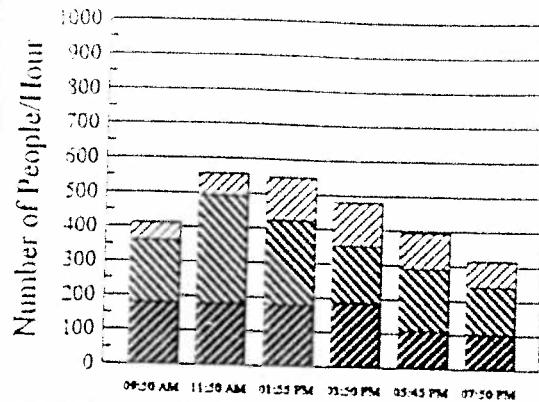
Over the entire day, 43 % of all counted were pedestrians, 37 % cyclists and 20 % in-line skaters. This modal split varies. Generally, pedestrians have a larger share early in the morning, cyclists and in-line skaters later in the day. Also, pedestrians tend to represent a larger share closer to the West End. Rainy weather tends to decrease the share of in-line skaters. On

**Seawall @ Rowing Club**



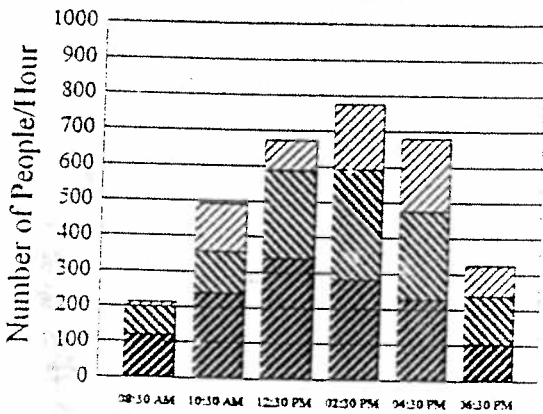
▨ Pedestrians   ▩ Cyclists   ▧ Skaters

**Seawall @ Hallelujah Point**



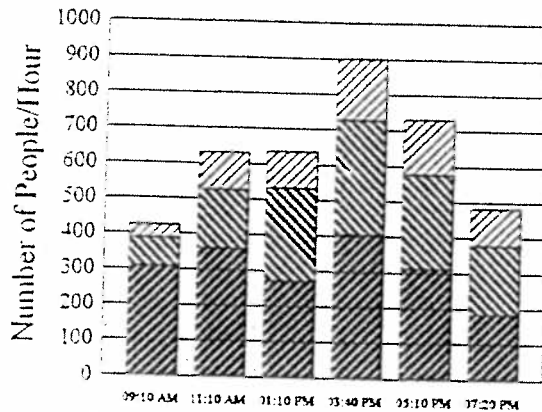
▨ Pedestrians   ▩ Cyclists   ▧ Skaters

**Seawall @ Prospect Point**



▨ Pedestrians   ▩ Cyclists   ▧ Skaters

**Seawall @ Ferguson Point**

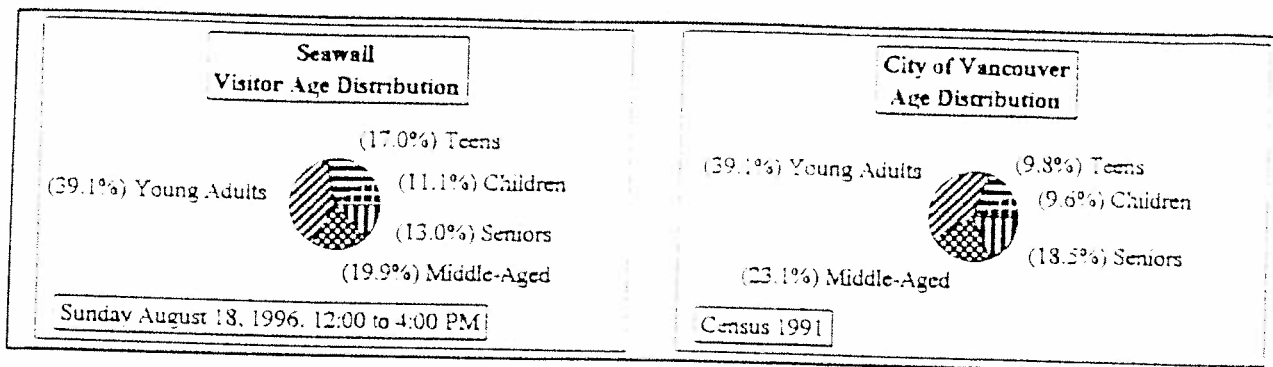


▨ Pedestrians   ▩ Cyclists   ▧ Skaters

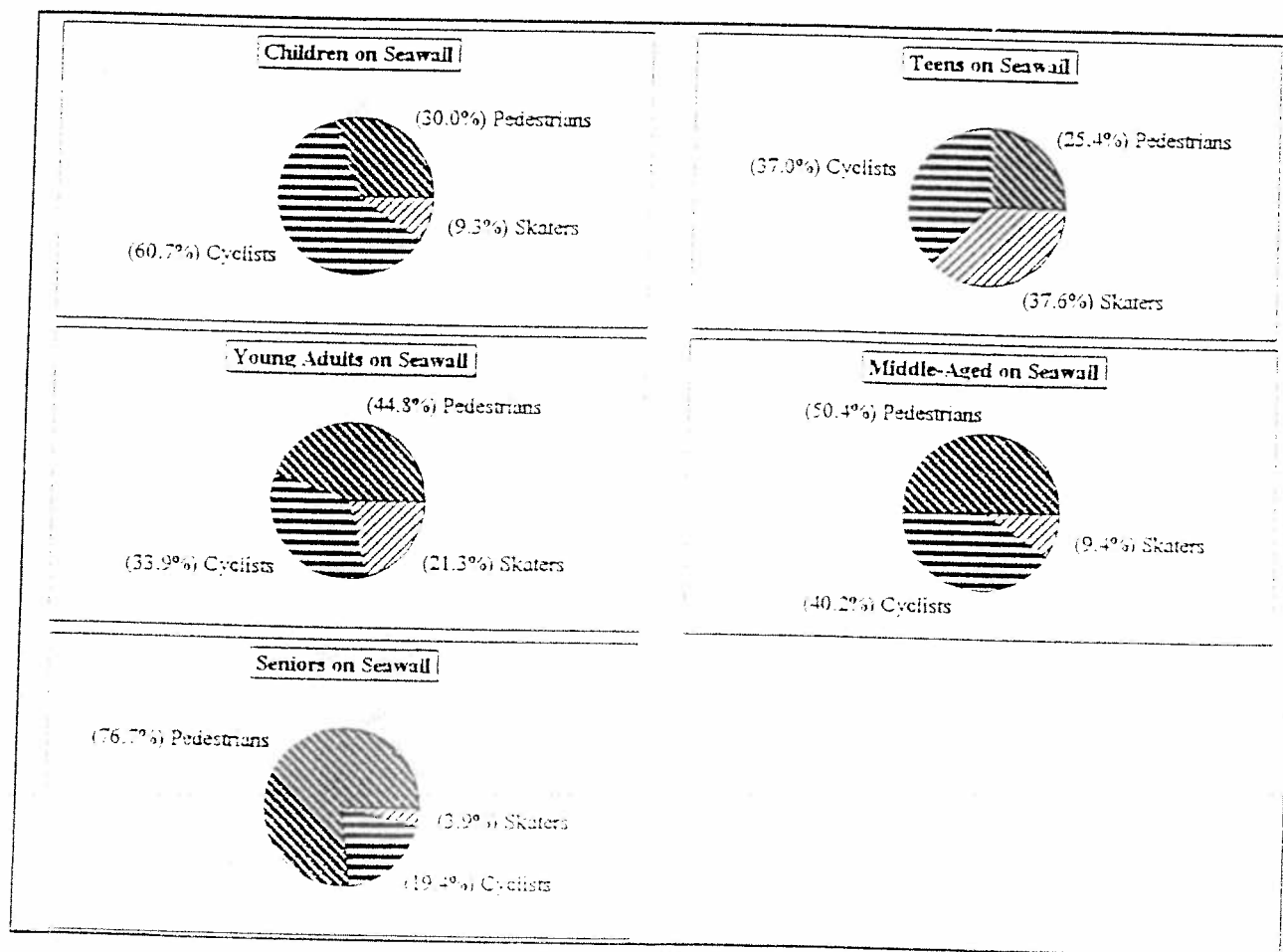
weekdays, the share of cyclists is increased.

Compared to counts taken in 1992, the number of pedestrians and cyclists is fairly stable, but almost no in-line skaters were recorded at the time. That means, in terms of absolute numbers, in-line skaters did not displace others but form an additional visitor group. Based on individual testimony, however, a displacement of some pedestrians has taken place.

Seawall attracts all age groups. Recent counts taken on a Sunday afternoon show a distribution of age groups closely resembling that of the population of the City of Vancouver, except that children and teenagers are slightly over-represented, and seniors slightly under-represented. Early mornings and evenings tend to swing the other way, and thereby balance the counts. Overall, the Seawall is a recreational facility that is equally attractive to all age groups.



Different age groups prefer different forms of recreation. Two of every three children under ten years old are cycling. Three of every four teenagers are either cycling or in-line skating. Four of every five seniors are walking. The adequate representation of all age groups on the Seawall can be credited in part to its mixed use. Banning cyclists and in-line skaters from the Seawall would affect children, teenagers and young adults disproportionately.

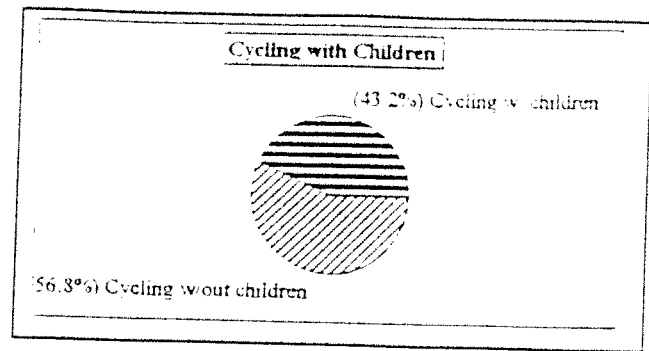




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Many are cycling with children. Of all the people cycling on the Seawall on a summer Sunday, 43 % were found to be part of a group that included children under ten years old, an indication that families are drawn to Stanley Park because it allows safe cycling without interference by vehicular traffic, and the grades encountered on the way are manageable for small children. In addition, for children too young to walk the distance, cycling is the only way to experience the entire Seawall.



Speed difference is a problem on the Seawall. The Seawall was not initially intended to accommodate large numbers of people moving along at various speeds. Sightseeing, whether on foot, on a bicycle or on in-line skates, happens at a relatively slow speed. Exercisers move at advanced speed. The speed limit on the Seawall is 15 k/h. Seawall conflicts are more related to difference in speed than to mode of travelling. Obviously, since wheels allow greater speed, the conflict is more pronounced when faster-moving in-line skaters or cyclists encounter slower-moving pedestrians, or cyclists that have come to a stop. Collisions between fast and slow-moving visitors are bound to have serious consequences.

Even if few accidents have happened so far, some are afraid that they might happen. For a pedestrian the sight of a in-line skater moving at advanced speed on a potential collision course can be frightening. Some in-line skaters and cyclists behave in a manner that is inconsiderate of the effect their behaviour has on others. They may be few, but they suffice to cause concern. Solutions should aim at reducing excessive speed, especially where the pedestrian section cannot be fully separated from the cycle/in-line skate lane.

Incidentally, the busiest times on the Seawall are usually not as much of a problem because congestion slows everybody down, reducing the potential impact of a collision.

Cyclists and in-line skaters often cross into the pedestrian path. If pedestrians could rely on cyclists and in-line skaters to stay in their own dedicated path, the problems would be much fewer. Unfortunately, such lane violations occur quite frequently, for two major reasons. One, the cycling and in-line skating lane is often too narrow to allow passing others within the lane, and two, the pavement is generally in worse condition in the cycling and in-line skating lane and usually contains the drain grates. Especially in-line skaters are drawn to smooth pavement even when it is found only in the pedestrian section.

Why don't cyclists and in-line skaters go on Park Drive? Some cyclists already do, especially exercisers that want to go fast. For most of the current cyclists on the Seawall, Park Drive is not an acceptable alternative. As long as vehicles are allowed, children cycling on Park Drive are endangered, and all cyclists are exposed to diesel fumes and car exhausts. But even if vehicles were banned, portions of Park Drive would not be an acceptable alternative for cyclists because it does not offer an experience of the waterfront. The elevation changes on Park Drive are too drastic for most cyclists. Only a portion of cyclists could negotiate these grades successfully.

Certainly, families with small children could not.

For in-line skaters, the steep grades are simply un-manageable. Even slight grade changes are a frequent obstacle for in-line skaters, explaining in part why the Seawall with very little grade change is so attractive for in-line skating.

However, those portions of Park Drive that offer a close experience of the water could accommodate alternative routes for cyclists and in-line skaters if a separation from vehicular traffic can be achieved that satisfies the concerns of parents of small children on a cycling trip.

### 5.3 TRENDS

**Population growth at the doorstep of Stanley Park.** The population of the Downtown peninsula alone will double by the year 2021. Ongoing development in Coal Harbour and Triangle West will put many new residents within walking distance of the park, developments in Downtown South and around False Creek will be within cycling or in-line skating distance. Most of the new residents will not have access to private green space, they will be looking for public parks to meet their recreational needs. This recreation demand will extend throughout the year.

While every attempt is being made to provide additional recreational facilities to keep up with population growth, the pressure on existing facilities will continue to grow. Much higher numbers of visitors in Stanley Park can be expected, especially in the off-season, by residents looking to Stanley Park for their everyday recreation.

**Stanley Park will be better connected to the city.** A dense network of bike routes and greenways linking the city to Stanley Park, especially the extension of the Seaside Route along Coal Harbour and the upgraded bike route along English Bay, will offer excellent access routes for cyclists and in-line skaters. For many, Stanley Park will become an attraction on the way rather than the terminus it is right now. Visitors will be able to park on False Creek, cycle along English Bay, around Stanley Park, along Coal Harbour to Downtown, and return to their cars on a bike route or publicway through Gastown.

### 5.4 DISCUSSION

**Banning cyclists and in-line skaters is counterproductive.** The goal is a park that has to rely less on cars than it currently does. Bicycles and in-line skates can replace cars as means of access within a certain range. Walking, cycling and in-line skating are equally acceptable forms of recreation that should be supported in Stanley Park. If a shift from cars to other modes of getting to and around the park is intended to be successful, then walking, cycling and in-line skating have to be enhanced by providing adequate facilities. In addition, a ban would cause unacceptable impacts on large groups of park visitors, namely families with small children and other young people.

**Walking on the Seawall needs to be safer and more convenient.** It is not acceptable if pedestrians are scared to go for a walk on the Seawall because they fear for their well-being. Cyclists and in-line skaters have to stay within their path. Three features are critical. The cycling and in-line skating path has to have adequate pavement conditions so that there is no incentive to swing into the pedestrian section, it needs sufficient width so passing others within the lane becomes possible, and it needs to be separated from the pedestrian section in a manner that strongly discourages lane violations.

**Time sharing is a last resort.** Many have suggested to the Park Board that time sharing might be a solution to the problems on the Seawall. Time sharing would give pedestrians exclusive use of the Seawall during specific times, while at other times everybody would share the Seawall. Where proper separation fails to alleviate the concerns of pedestrians, and where physical conditions do not allow better separation, time sharing can be considered. However, because there would still be mixed-use times, better separation would still be pursued where possible. An additional problem with time sharing is the difficulty of communicating to all visitors the specific schedule. Many would arrive at the Seawall only to be frustrated by having chosen the wrong time slot for their mode of recreation.

**The Seawall is not the only place to walk, cycle and in-line skate in Stanley Park.** There are many trails and paths in the park that could become attractive to more visitors if minor improvements were made. Now, many trails are hardly ever used because little is known about the variety of walkways, their layout is often confusing, signage at times is missing or misleading, and trail heads are difficult to find. Some of these trails could offer alternatives to the Seawall for visitors seeking to escape the crowds on busy days. While these trails cannot draw significant numbers of visitors from the Seawall, they can give individuals choices.

For example, the Merilees Trail runs parallel to the Seawall between Third Beach and Siwash Rock. It is a quiet, shady trail in the forest with frequent views of the ocean. So far, few people use it because the beginning of the trail is hard to find.

Some of these trails will remain exclusively pedestrian, some will be shared with cyclists. These trails are not paved, and there is no inclination to pave them, therefore in-line skaters will not be able to use them. However, the connection between Coal Harbour and English Bay for in-line skating and cycling will be improved, so that a shorter loop can be done bypassing the Seawall.

**Will any of these improvements relieve congestion on the Seawall?** Given the population growth in the region and the unique attractiveness of Stanley Park, more frequent congestion on the Seawall can be expected. The proposed improvements will provide better separation, better clarity and better alternatives. Taken together, these measures will increase safety and comfort. The Seawall will still be crowded at times. Visitors will have the option to choose routes that are more quiet when the Seawall is crowded, or be inclined to choose times for their visits that are less busy. Already, many Vancouverites stay away during the summer because it is too crowded for their taste.

## 5.5 PROPOSALS

11. Increase pedestrian safety and convenience on the Seawall by providing better separation from cyclists and in-line skaters. The improvements will depend on the varied conditions along the Seawall. There will be no expansion outward towards the water due to cost and environmental implications. On the land side, building a fully separated cycling and in-line skating path is not always possible because it is either too costly or unacceptable for other reasons, including the presence of mature trees that otherwise would be affected, or the cliffs and other geographic impediments.

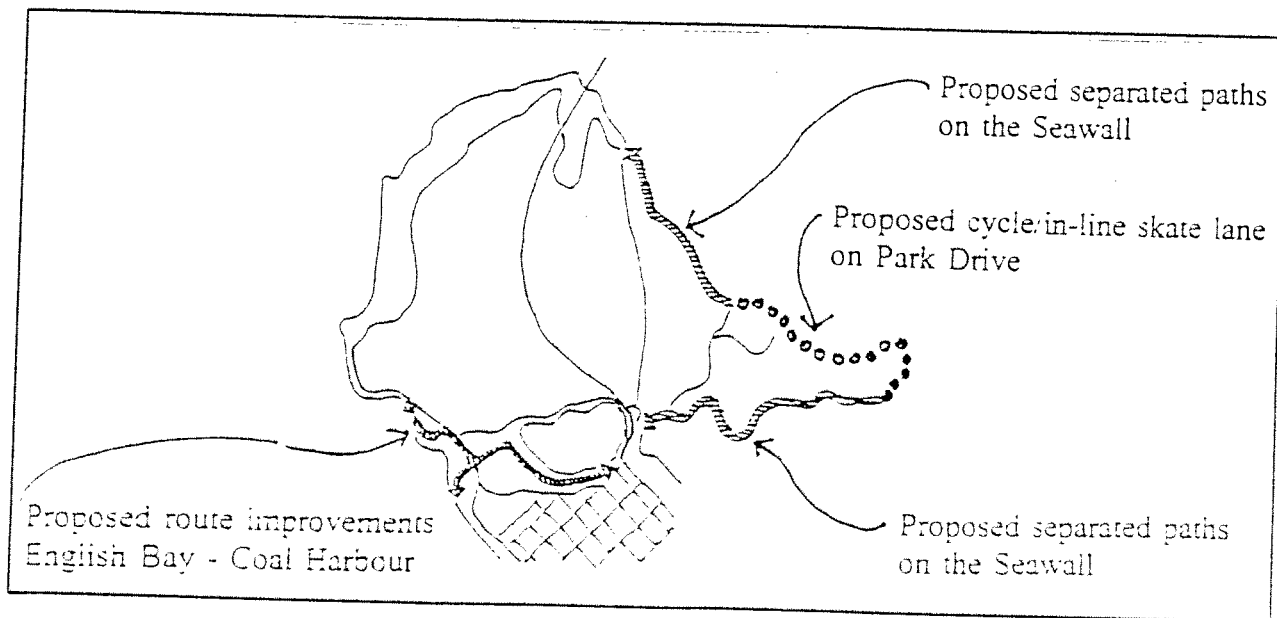
Therefore, the first phase will concentrate on the east side where such obstacles are fewer and easier accommodated. Where possible, separate paths for pedestrians and cyclists/in-line skaters will be located on the Seawall, divided by a strip of low vegetation. At times, the two paths will be divided by a wide, low concrete median. Where necessary, the cycling path will be narrowed to spare existing trees.

In addition, it is proposed to experiment with devices like rumble strips that will make the pedestrian surface unfit for in-line skating without impeding the comfort of pedestrians.

Where the Seawall is too narrow for separated paths, the cycling/in-line skating lane will be located on Park Drive as long as the grade changes are acceptable, good separation from motorized traffic can be provided, and an adequate experience of the waterfront can be had. This applies to the section from Hallelujah Point to Lumbermen's Arch.

The cost of these improvements is estimated at \$ 1.2 Million. Funding for this proposal has been allocated in the Capital Plan 1997-99. See Appendix A for detailed information on the proposed changes along the east side of the Seawall.

On the west side, current efforts to enforce the speed limit, dismount zones and lane discipline with the help of bike and skate patrol will continue. Once the improved separation on the east side is installed, conditions will be monitored to develop recommendations for improved



separation on the west side as well.

12. **Improve the connections between English Bay and Coal Harbour for pedestrians, cyclists and in-line skaters.** Separate paths will be provided through Ceperley Meadows and along Lost Lagoon by re-designating and improving existing paths. Funding for this proposal at \$ 300,000 has been allocated in the Capital Plan 1997-99.
13. **Improve accessibility of pedestrian trails.** The existing trail network offers a number of varied and interesting alternatives to the currently favourite walking routes. Only minor efforts have to be made to make these trails more accessible. Improvements include designation of major and minor routes, small modifications of trailheads, and clear signage of trails.
14. **Improve cycling facilities.** The existing trail network offers a diversity of experience that few cyclists explore. It is proposed to designate a few trails as cycling trails, including improvements to trailheads and simple signage. For example, for able cyclists the Rawlings Trail parallel to Park Drive from Second Beach to Prospect Point could form one part of a loop that returns on Park Drive. Such a trail would offer a direct connection from the West End to Prospect Point with very gradual ascent and descent. Other trails have similar potential.
15. **Request the City of Vancouver to give priority to construction of bike routes leading to the park.** This applies to Downtown bike routes being planned, and to Downtown Greenways/Publicways designated in the Greenways Plan. Given the attractiveness of Stanley Park for walking, cycling and in-line skating, prioritizing implementation of routes leading to the park will result in an immediate increase in the number of people foregoing the car as a means of access. The first project is the new cycle/in-line skate path along English Bay from the Aquatic Centre to Stanley Park, to be jointly funded by the Park Board and the Engineering Department. Funding for the English Bay bike route has been allocated.
16. **Promote walking, cycling and in-line skating in and on the way to Stanley Park.** Develop and distribute "Walking in Stanley Park" map at tourist information, park entrances and park facilities. Develop "Cycling in Stanley Park" and "In-line skating in Stanley Park" maps, and distribute in cooperation with bicycle and in-line skate stores in Vancouver. Develop and distribute "Park-and-Pedal" information including location of parking lots along bike routes.

## 6.0 SUMMARY OF PROPOSALS

1. Reduce roadside parking along Park Drive and North Lagoon Drive.
2. Reduce road capacity by limiting cars to one lane only on Park Drive and North Lagoon Drive.
3. Experiment with car-free days.
4. Develop new uses for the old service yard on Pipeline Road.
5. Raise parking fees.
6. Designate bus-only lane on Park Drive and North Lagoon Drive.
7. Introduce a park jitney system.
8. Request BC Transit to further improve service.
9. Promote taking public transit to the park
10. Improve tour bus facilities..
11. Increase pedestrian safety and convenience on the Seawall by providing better separation from cyclists and in-line skaters.
12. Improve the connections between English Bay and Coal Harbour for pedestrians, cyclists and in-line skaters.
13. Improve accessibility of pedestrian trails.
14. Improve cycling facilities.
15. Request the City of Vancouver to give priority to construction of bike routes leading to the park.
16. Promote walking, cycling and in-line skating in and on the way to Stanley Park.

## APPENDIX A

### SEAWALL IMPROVEMENTS

It is proposed to improve the Seawall in order to construct paths for pedestrians, cyclists and in-line skaters. The improvements will cover the east side of the Seawall from the entrance of Stanley Park to the north end of Pipeline Road. The design of the Seawall improvements is guided by the following approach:

- a) walking, cycling and in-line skating are appropriate forms of recreation on the Seawall;
- b) adequate facilities should be provided;
- c) safety and comfort of Seawall visitors will be enhanced when walking is separated from cycling and in-line skating;
- d) the separation between paths should discourage moving into the wrong path;
- e) the walking path should be wide enough to allow pedestrians to walk in small groups;
- e) the surface of the walking path should discourage in-line skating;
- f) the cycling/in-line skating path should be wide enough to allow passing others safely;
- g) the surface of the cycling/in-line skating path should be smooth and even;
- f) existing vegetation should be maintained as far as possible, the loss of trees should be mitigated;
- g) any improvement should not impede the movement of emergency and maintenance vehicles on the Seawall.

### PROPOSED ROUTE

From Rowing Club to Hallelujah Point:

For most of this 1.7 km long segment, it is possible to provide a Seawall that has much greater physical separation. Where room permits, a new cycle/in-line skate path will be built parallel to the existing Seawall, separated by a grass median. See design model A for more detail.

Where this is not possible, the new cycle/in-line skate path will be immediately adjacent to the pedestrian path, separated by a concrete median. See design model B for more detail.

In order to circumvent three groupings of mature trees, the paths will be narrowed in those locations, see design model C for more detail.



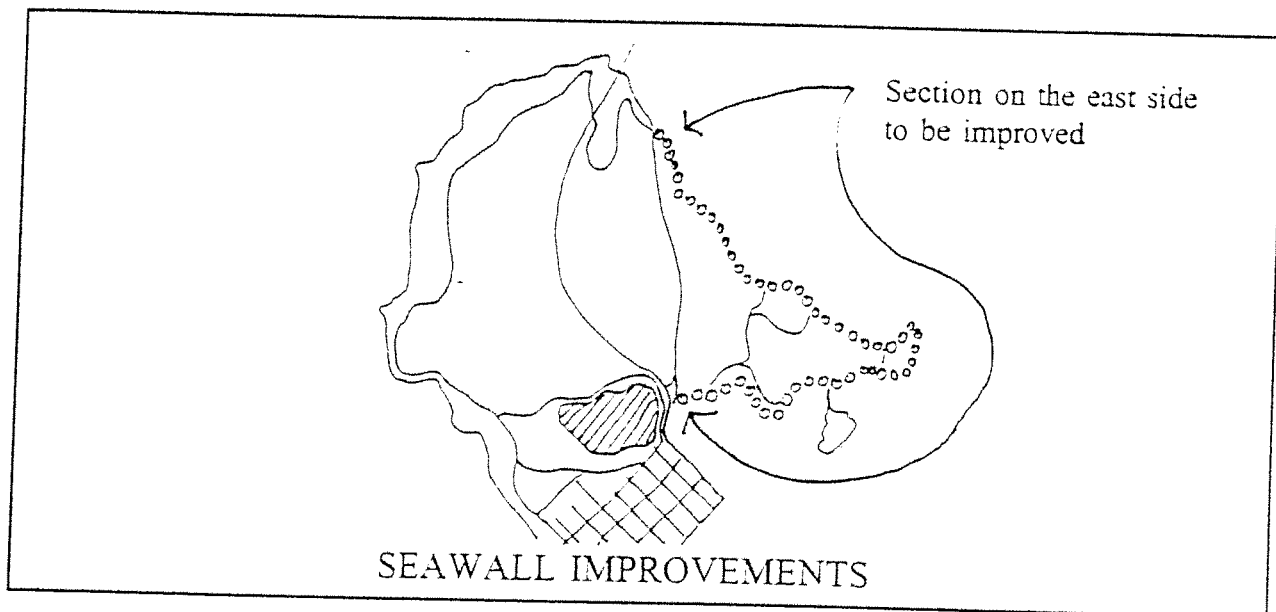
From Hallelujah Point to Lumbermen's Arch:

The Seawall in this 1.3 km long segment is narrow and opportunities for two adequate paths are severely limited. Therefore, it is proposed to build a raised cycling/in-line skating path onto Park Drive in lieu of existing on-street parking. See design model D for more detail.

From Lumbermen's Arch to the north end of Pipeline Road:

The Seawall in this 1.1 km long segment provides opportunities for separation. It is therefore proposed to route the on-street cycle lane back down to the Seawall at Lumbermen's Arch, maintaining the existing 'walk bikes' zone. After Lumbermen's Arch, the first 500 metres would be separated according to design model B, the second 500 metres would follow design model A.

In order to spare a number of mature trees, design model C would be employed where the paths become very narrow.



## IMPACTS

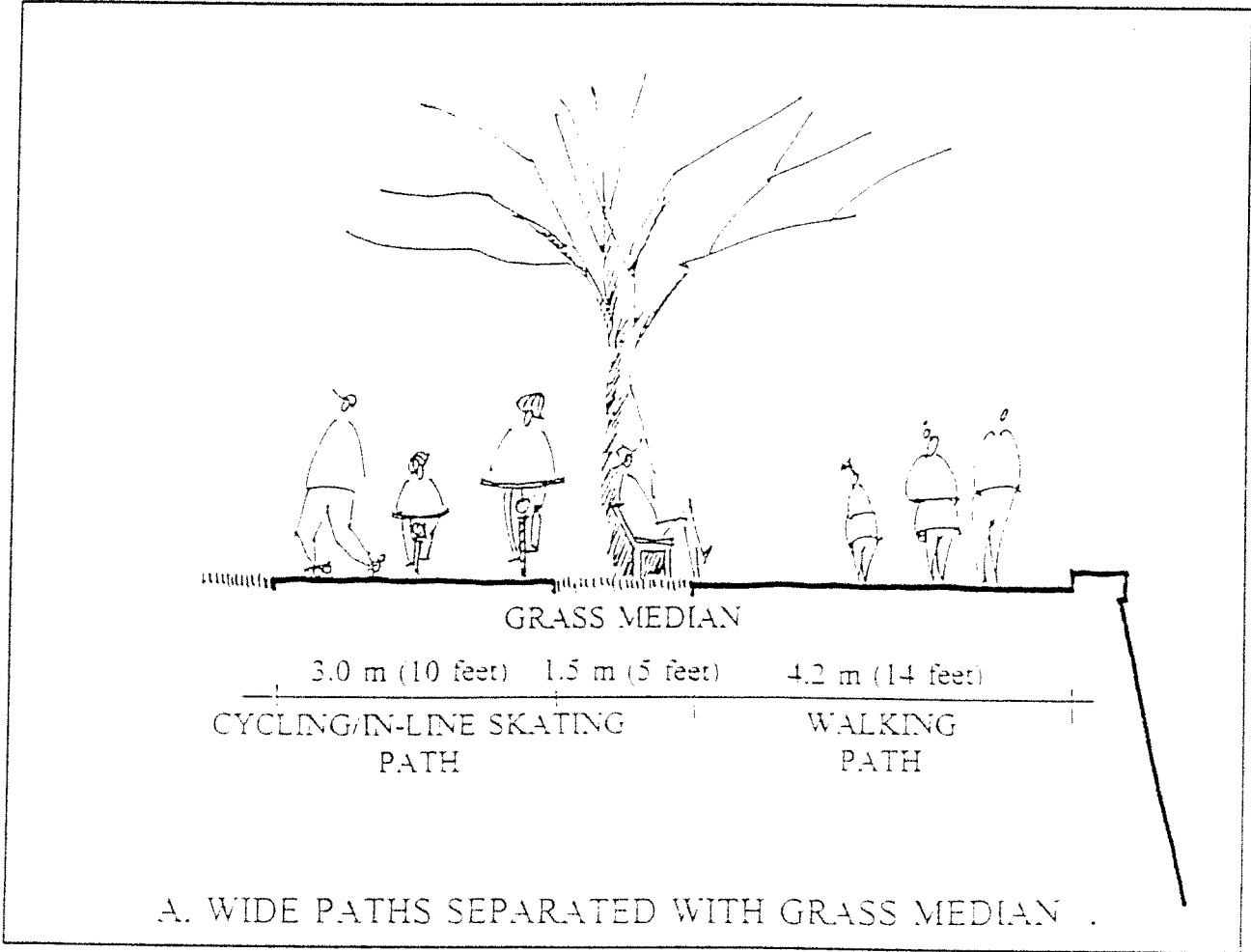
The proposal will create safer and more enjoyable pathways for pedestrians, cyclists and in-line skaters on the east side of the Seawall.

The project will result in an estimated loss of 190 parking stalls on Park Drive. The project will require the removal of ten hedge cedars planted along the Lower Zoo parking lot, and of five additional mature trees, two of which are in poor shape and would be taken down soon anyway. It is proposed to mitigate the loss of trees by planting replacement trees of species native to the region. The project removes 1.2 acres of grass.

The existing conditions along the east side of the Seawall vary greatly. Existing mature vegetation, embankments and retaining walls limit the design options in certain locations. A flexible approach has been taken to react to the specific site conditions, resulting in four basic design models (A, B, C, and D).

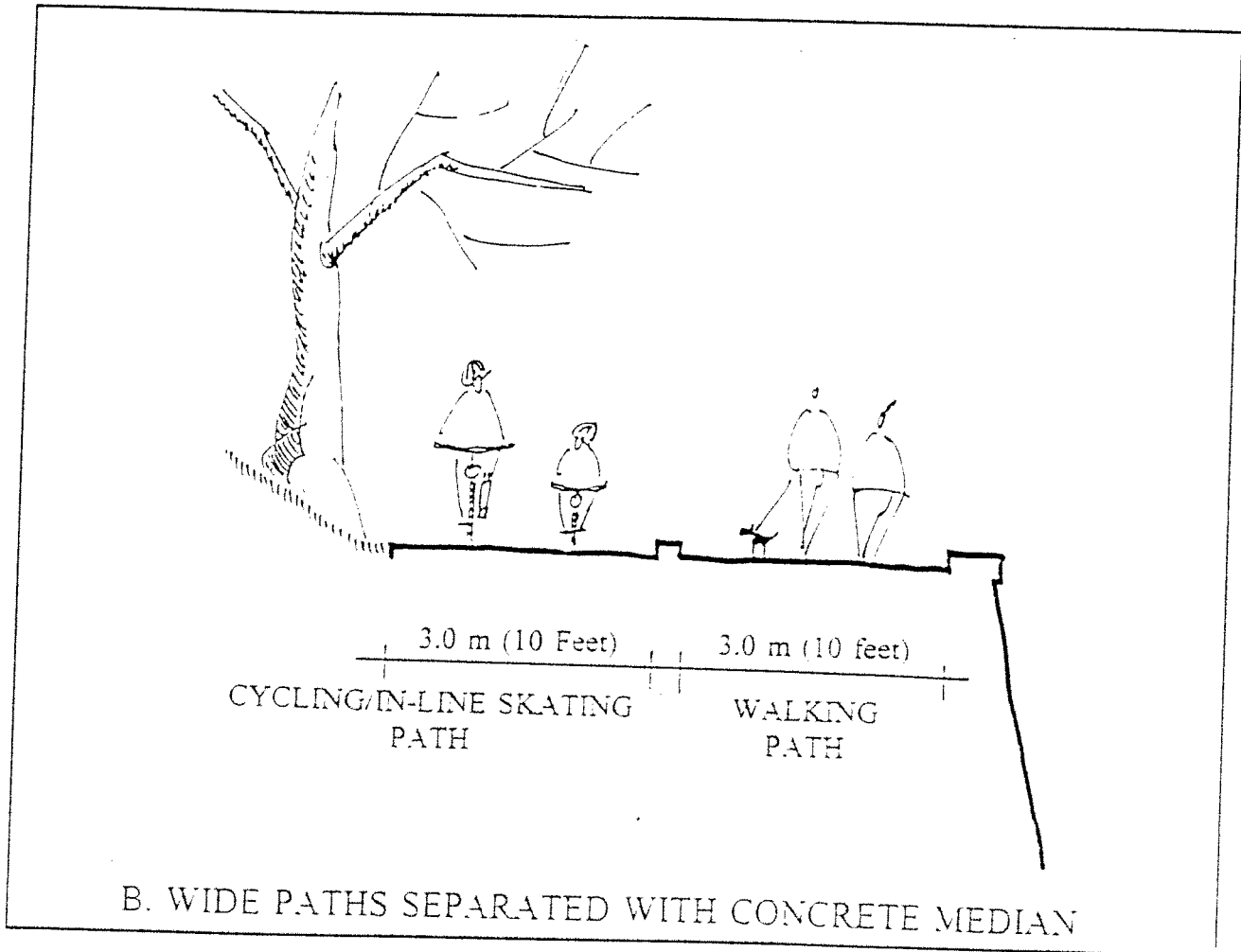
A. WIDE PATHS SEPARATED WITH GRASS MEDIAN

This is the preferred model that will be employed where possible. A grassy median wide enough to accommodate benches and trees will be located between the paths. The pedestrian path along the water will retain the current width of the Seawall. An additional cycling/in-line skating path will be constructed parallel to the pedestrian path away from the water. Some form of rumble strip will be inserted into the pedestrian pavement to discourage in-line skaters from using it. This design model A will be used between the Rowing Club and the Lower Zoo parking lot, between the Royal Vancouver Yacht Club and Hallelujah Point, and between the end of the Ravine Trail to the north end of Pipeline Road.



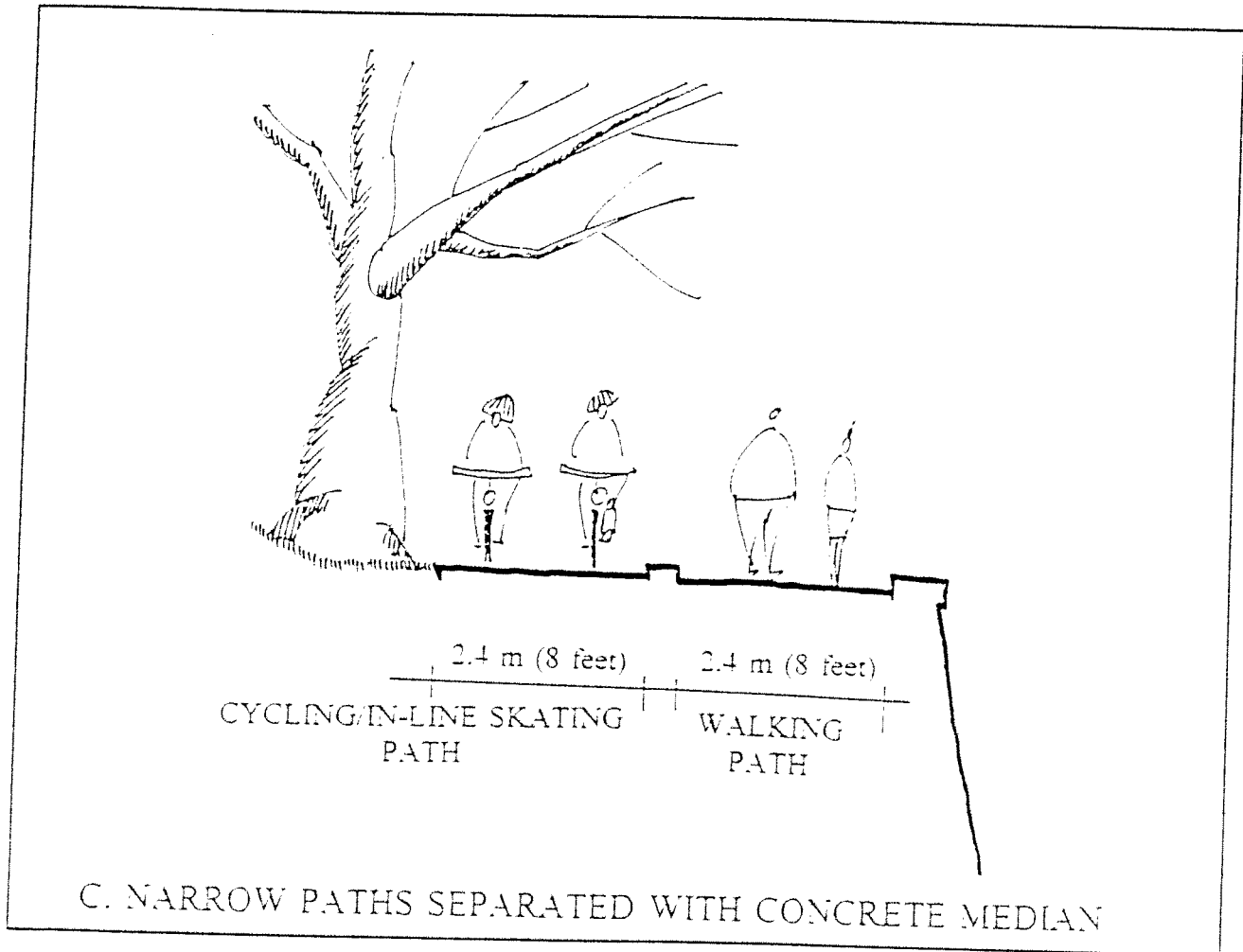
## B. WIDE PATHS SEPARATED WITH CONCRETE MEDIAN

Where there is less space, separation between the paths will be constructed as a concrete median that is thirty centimetres (1 foot) wide and 15 centimetres (6 inches) high. The wide median will ensure that pedestrians are not hit by the flailing arms of in-line skaters. The pedestrian surface will have rumble strips to discourage in-line skating. Both paths will be approximately 3 metres (10 feet) wide. Both paths will be draining towards the outside so that there is no need for catch basins which can be a hazard. This design model B will be used between the Lower Zoo parking lot and the Royal Vancouver Yacht Club, and intermittently with model A when site conditions require it.



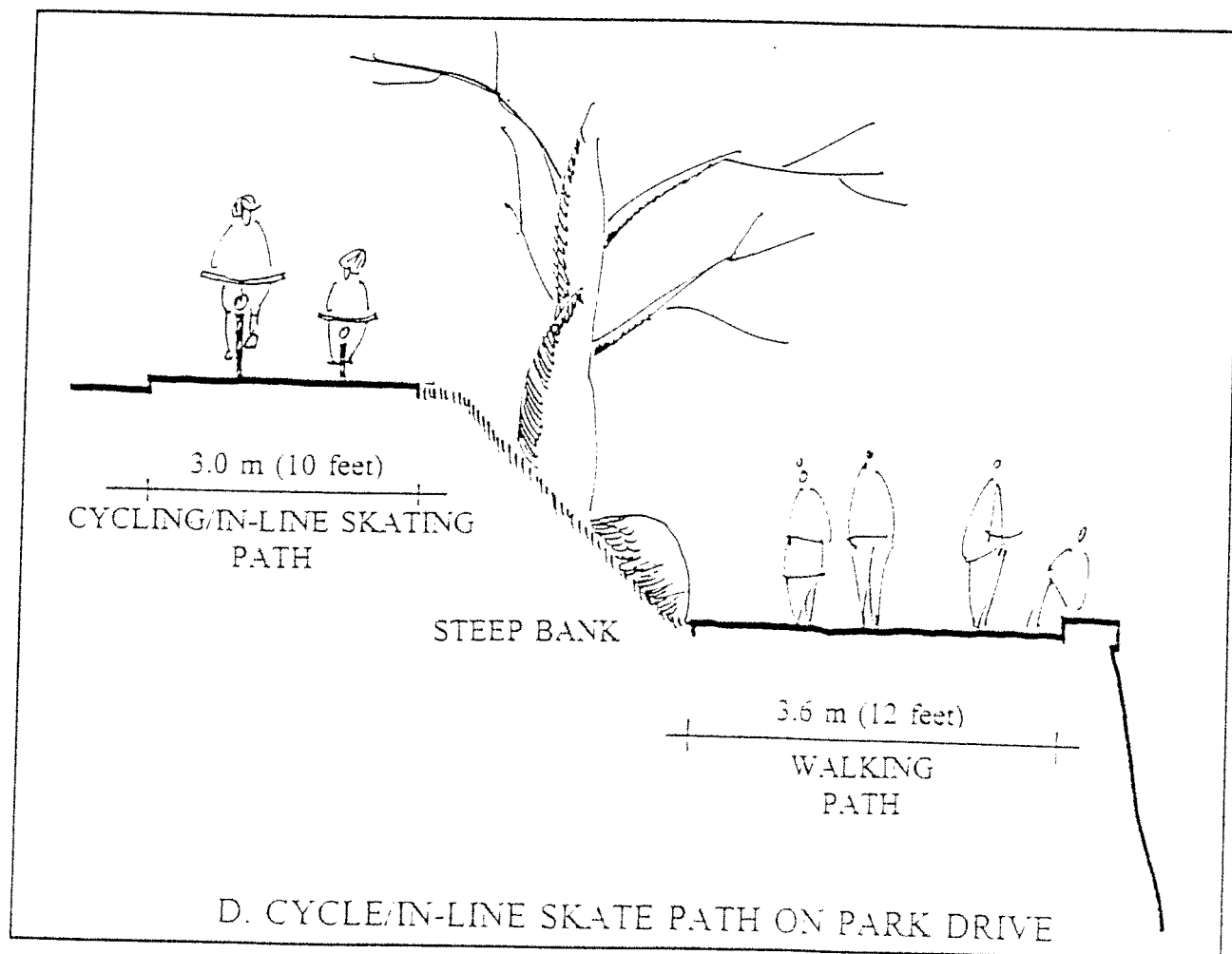
### C. NARROW PATHS SEPARATED WITH CONCRETE MEDIAN

At times it is necessary to narrow the paths in order to avoid having to cut down existing mature trees. A minimum path width of 2.4 metres (8 feet) is intended for both paths. The paths will be separated by a concrete median that is thirty centimetres (1 foot) wide and 15 centimetres (6 inches) high. The pedestrian surface will have rumble strips to discourage in-line skating. Both paths will be draining towards the outside so that there is no need for catch basins which can be a hazard. This design model C will be used at seven locations for approximately 7 % of the total length of the Seawall improvements.



## D. CYCLE/IN-LINE SKATE PATH ON PARK DRIVE

Where it is not possible to achieve adequate width for both paths on the Seawall due to the presence of steep embankments, the cycle/in-line skate path will be located on Park Drive as long as it gives an experience of the waterfront, is not too steep and allows separation from motorized traffic. The cycle/in-line skate path will be raised 15 centimetres (6 inches) over the road surface. The Seawall will be exclusively for pedestrians. This design model D will be used from Hallelujah Point to Lumbermen's Arch.



## COSTS

Construction of these improvements is estimated to cost \$ 1,200,000. These costs include construction of the separated cycle/in-line skate path, reconstruction of the pedestrian path including re-grading and re-surfacing, construction of the median including landscaping and relocating benches, and the reconfiguration of Park Drive between Hallelujah Point and Lumbermen's Arch.

## FUTURE CONSIDERATIONS

It is anticipated that these improvements will lessen significantly the current conflicts between pedestrians and cyclists/in-line skaters. The separation of paths will result in a widened Seawall in some areas which will alleviate congestion for the time being. The continuing population increase is expected to lead to increased visitor volumes in Stanley Park, and to renewed congestion on the Seawall which will have to be self-regulating. There are no plans and almost no opportunities to further increase the capacity of the east side of the Seawall.

Current conflicts on the west side of the Seawall will be addressed in the near future after evaluating the acceptance and performance of the Seawall improvements on the east side.

## APPENDIX B

It is proposed to create better connections for pedestrians, cyclists and in-line skaters between Second Beach and Coal Harbour. Currently, the paths are shared, leading to frequent conflicts between the different visitors due to high volumes of visitors on narrow pathways. In addition, the crossing of path and Park Drive near the intersection with North Lagoon Drive leads to frequent hazardous situations. Car drivers often cannot see cyclists and in-line skaters that are approaching at advanced speed, and are unsure whether cyclists will dismount at the crossing or not. Also, the bridge over the creek in Ceperley Meadow is a hazardous obstacle for in-line skaters. Accidental falls were frequently observed during the summer. The False Creek developments are generating increasing amounts of cyclists and in-line skaters approaching Stanley Park on the Seaside Route along English Bay who need a more direct route to Coal Harbour in order to get to the Seawall. Finally, the Ceperley Playground and the adjacent beach are currently separated by the cycle/in-line skate path. Children crossing over between these two areas often run into conflict with high volumes of cyclists and in-line skaters.

The proposal is to designate one route for pedestrians and one route for cyclists/in-line skaters.

### ROUTE DESCRIPTION

The pedestrian route will follow the existing path from Second Beach across Park Drive and along the north side of Ceperley Meadow to the bridge. After the bridge, the pedestrian route will swing towards Lost Lagoon and use the existing foot path along the the south shore of Lost Lagoon towards the underpass at the causeway.

The cycle/in-line skate route will lead from Second Beach along the east side of Ceperley Playground, parallel to Park Drive, to the existing underpass, then along the south side of Ceperley Meadow to the existing paved mixed-use path that connects to the underpass at the causeway.

Pedestrian and cycle/in-line skate routes will be fully separated between Second Beach and the underpass, eliminating any conflicts between these user groups. An added benefit of this solution is opening up Ceperley Playground to the water views and the beach. The existing cycle/in-line skate path along the west side of Ceperley Playgrounds will be taken out, the area re-grassed, and the existing shrubby vegetation between path and beach replaced with a row of shade trees. Beach and Ceperley Playground will be joined into a larger pedestrian area.

### COSTS

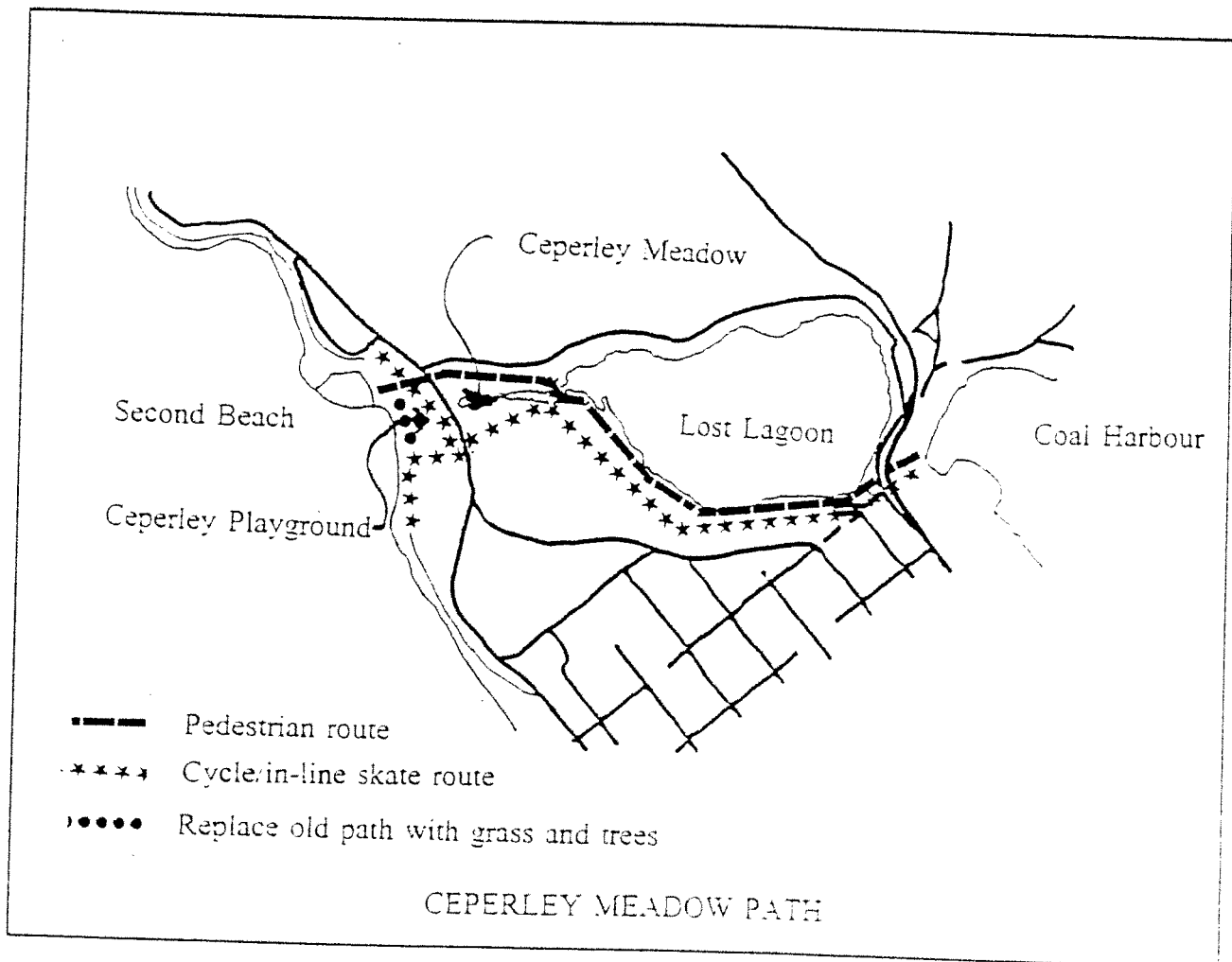
Construction of these pathway improvements is estimated to cost \$ 300,000 which have been allocated in the proposed Capital Plan 1997-99. The costs include relocating the cycle/in-line skate path from the west side of Ceperley Playground to the east side, paving the path along the south side of Ceperley Meadow, and repairing the pedestrian path along Lost Lagoon. Re-landscaping the area between the beach and Ceperley Playground with turf and shade trees will

be part of the Ceperley Meadow improvements.

## IMPACTS

The proposal will

- create safer and more comfortable routes for pedestrians, cyclists and in-line skaters between Second Beach and Coal Harbour;
- provide for a safer pedestrian crossing over Park Drive at Second Beach;
- eliminate the need for cyclists and in-line skaters to cross Park Drive;
- provide a more direct route for cyclists and in-line skaters to Coal Harbour;
- create a larger pedestrian area at Second Beach;
- eliminate the conflicts between cyclists/in-line skaters and pedestrians at Ceperley Playground;
- take the Ceperley Meadow bridge off the in-line skate route and thereby reduce accidents; and
- include the planting of shade trees at the playground as uv-protection.





## APPENDIX C

Summary of Board resolutions regarding Stanley Park transportation since 1992

**October 19, 1994.** Board consideration of Stanley Park Task Force recommendations. The following were approved:

Recommendation 26a) Report back (by January 1993) on the cost, benefits and process for implementing an experiment, which lasts at least one month and involves removing cyclists from the seawall from the Georgia Street entrance to the north end of Pipeline road. Such an experiment also to include improved means of public transit into the core of the park; and

b) Report back (by January 1993) on the cost, benefits and process for retaining bicycles on seawall and introducing regular bicycle education and enforcement patrol from June 28 to September 5, 1993.

Recommendation 27 That until specific steps towards the reduction in car dependency should be implemented, complete road closures will only be considered in connection with special events or car elimination trials.

Recommendation 28 Construction of a perimeter cycle path will only be considered after experimentation with bicycle path options.

Recommendation 32 Report back by December 1993 what further changes are recommended to reduce automobile dependency.

Recommendation 33 Report back in January 1993 on an experiment using public transit and/or shuttle buses and downtown parking garages to get people in and out of the park during weekends in the spring of 1993.

Recommendation 34 Explore with private boat operators to examine the feasibility of an aquabus service to the park.

Recommendation 35 Develop a promotion program in conjunction with the Bicycle Advisory Committee.

Recommendation 36 Improve bus services to and from the park before improving around the park services.

Recommendation 37 Upon consultation with affected parties report back by January 1993 on short term and long term proposals for the relocation of Chilco Loop.

Recommendation 38 Experiment with options aimed at reducing car dependency and enhancing bicycle and bus access.

Recommendation 39 Report back in January 1993 on specific proposals for resolving tour bus congestion and bus parking fees.

Recommendation 40 Ensure the physically challenged have good access to all areas in the park, except those areas where good access may jeopardize conservancy values.

Recommendation 41 Consider alternatives to the causeway only if they lessen the impact on the park.

Recommendation 42 Undertake noise impact study of causeway traffic by July 1993.

Recommendation 43 Request Provincial Government for long term plan to accommodate North Shore traffic.

**June 7, 1993.**

THAT staff report back on the cost of implementing the signage as outlined by the Bicycle Advisory Committee:

- Speed Limit for the seawall
- "Cyclists Yield to Pedestrians"
- "Faster Cyclists use the Road"
- "Motorists Yield to Cyclists"
- "Pass on the Left"

THAT Park Board initiate a planning and consultation process with all interest groups, undertake a transportation demand management study, continue the bike patrol until Labour Day, review issues related to signage and report back by November 30, 1993 to the Board.

THAT the Board grant the concession for a horse-drawn carriage service in Stanley Park for a five year period, with a five year renewal, subject to the Board wishing to have a horse and carriage service continue in Stanley Park, to AAA Horse and Carriage Ltd., all details to be to the satisfaction of the General Manager.

THAT an annual concession fee of \$2,000 adjusted annually by the C.P.I., or the percentage increase in fees levied for the service, which ever is greater, be payable to the Board, and reviewed at the end of the first five year term.

**May 30, 1994.**

THAT the Board receive for information, with thanks, the Stakeholder Input to the Stanley Park Transportation Management Plan .

THAT the Board refer the Principles for Transportation Management in Stanley Park for public process as outlined.

THAT the Board refer the recommended actions in Appendix B, Column 5 for public process as outlined.

THAT the Board authorize two open houses in June and two public meetings in September, 1994, to obtain full public input on the Stakeholders' Report, the Principles for Transportation Management in Stanley Park, and the Recommended Actions.

**June 5, 1995.**

THAT the report (Stanley Park Transportation Management - Staff Report) be received for information.

**July 8, 1996.**

THAT the Board approve in principle the concept of the staff recommendations:

THAT pedestrians, cyclists and in-line skaters continue to share the Stanley Park seawall, except for the 1.3 km section between Hallelujah Point and Lumbermen's Arch.

THAT greater physical separation between pedestrians and wheeled traffic be provided in sections where pedestrians, cyclists and skaters will continue to share the seawall east of Pipeline Road.

THAT a 3.0 metre wide portion of the Park Drive be reallocated to cyclists and skaters between Hallelujah Point and Lumbermen's Arch.

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



BOARD of PARKS  
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SPRING 1999 UPDATE ON THE

*STANLEY PARK TRANSPORTATION AND RECREATION REPORT 1996*

When the Vancouver Park Board approved the *Stanley Park Transportation and Recreation Report 1996*, policies were put in place to reduce the impact of private vehicle use on the park, to bolster alternative transportation and enhance non-motorised recreation. Two and a half years later, key recommendations have been successfully implemented:

1. Introduction of the **FREE** Stanley Park Shuttle. 1998 was the first year of the new shuttle service that offers free transportation around the park at 15-minute intervals every day during four months of summer. The service is contracted to a private company operating San Francisco streetcar-style trolleys popular with park visitors. The annual operating costs of \$230,000 are funded via a seasonal increase in automobile parking fees in Stanley Park.

The implementation of the Stanley Park Shuttle required the removal of 600 roadside parking spots around the park's perimeter, partially offset by the creation of 300 new parking spots in a central location as part of a consolidated service yard.

2. Separated paths. Five kilometers of waterfront paths were separated into a designated pedestrian and bike/in-line skate paths. The upgraded facilities have proven immensely popular as longstanding conflicts between different modes have subsided. The former stream of pedestrian complaints about cyclist/in-line skater behaviour has dried up, while the number of visitors has increased.
3. New bicycle access routes. The Park Board collaborated with the City last year on the creation of the very popular English Bay Bike Route, the major access for cyclists/in-line skaters headed for Stanley Park, freeing up the English Bay Seawall for exclusive pedestrian enjoyment in the process.

Ongoing projects:

The **FREE** Stanley Park Shuttle will continue for another season. Separation of waterfront paths into pedestrian and bike/in-line skate paths will continue in 1999. New Seawall along Coal Harbour is under construction.