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March 27, 2019

Park Board Commissioners (by email)

Cc: Malcolm Bromley, General Manager (by email)

Re: Implementation of the Stanley Park Cycling Plan (March 27, 2012)

Dear Commissioners

HUB Cycling is a charitable organization that works to make cycling better through education, events and collaboration. We are Metro Vancouver's leader in making cycling an attractive choice for everyone. We are writing to comment on the update recently forwarded to us entitled Stanley Park Cycling Plan Implementation Update – Board Briefing Memo (March 22, 2019), attached here.

We refer to this memo; the March 27, 2012 Stanley Park Cycling Plan¹; the Park Board Staff Report of October 9, 2012 recommending implementation and sequencing of this plan²; and our previous correspondence on the matter (most recently, August 21, 2016).³

We are encouraged to see progress being made on the Stanley Park Cycling Plan (SPCP) in 2019. That said, we have comments on the progress made to date, and concerns about aspects of the improvements reported to be planned for implementation this year.

Summary:

There were approximately 60 recommendations in the 2012 SPCP. The planned work for 2019 represents the most significant progress yet on this plan.

Of the eleven initiatives noted as being planned for implementation in 2019, three have been described in the memo as delayed and so are not now expected this year. Of the remaining eight items, two benefit cycling in the park, and were included in the 2012 SPCP. We support the implementation of these two items. We also support the implementation of an additional three listed items, which do not directly benefit cycling, but which benefit pedestrians and can potentially reduce conflicts, subject to a design review. As these items may negatively impact existing cycling routes, we request a meeting with staff to review the design drawings and provide feedback. We recommend that the three remaining items in the 2019 plans not be implemented due to their negative impact on

¹ Stanley Park Cycling Plan, March 27th, 2012 <https://vancouver.ca/files/cov/stanley-park-cycling-plan-final.pdf>

² Staff Report October 9th, 2012 <https://parkboardmeetings.vancouver.ca/2012/121015/SPCyclingPlan.pdf>

³ [HUB Cycling letter](#) on connectivity issues at the south end of the Causeway, August 21, 2016

cycling. Of those three, two were not included in the 2012 SPCP, and one has been made redundant by the creation of the Causeway paths by the Ministry of Transportation and Infrastructure (MoTI).

The 2012 SPCP identified several themes for improvements. The first and most significant was the challenge of the one-way path system. There were three return loops proposed to address this theme, and they ranked highest for priority in the 2012 plan. None of the return loops have been, or are scheduled for, implementation. We encourage a revisit of these issues and consideration of whether one of the loops could be implemented relatively quickly, to the benefit of all park users.

Review of Items Implemented:

Several recommendations are reported as having been implemented since the 2012 plan was approved. These include stairs, bicycle parking, resolving of pinch points, improvements to the Causeway to Coal Harbour connection, and the designation of some trails for shared use. While the specific actions listed have been completed, in our opinion they do not represent implementation of the recommendations as listed in the 2012 plan due to their limited scope and in some cases changes from the original plan. We list the following not to be critical, but to ensure that staff attention remains focused on full implementation of the relevant recommendations, and those recommended for rapid implementation in 2012, since the work done to date does not achieve that goal in all cases. We recommend that items identified for early and priority implementation in 2012 and not yet completed be reviewed with stakeholders and considered for inclusion in the 2019 workplan.

We note that the stairway involved does not meet the intent of SPCP recommendations 1b, 1c, or 11a, all referenced in the update report. The design of this staircase specifically excludes use by people on bikes, and for that matter, people with mobility issues. The recommendation was for an accessible ramp, as shown in Figure 1. Figure 2 shows what was built. Recommendation 1b was for the implementation of a return route on Pipeline Road and Hanson Trail. No improvements have been made to Pipeline Road, and Hanson Trail continues to be a loose gravel path, not comfortable for people of all ages and abilities. Recommendation 11a calls for discouraging the use of non-designated trails by cyclists. We do not agree that the staircase accomplishes this goal, as evidenced by the desire line erosion in Figure 2 but note that in any case the trail in question at the top of the stairs is designated as a cycling route in SPCP 1b and 1c.

1 Proposed pathway up slope at 6.6% to Stanley Park Drive.



Figure 1 - Path route recommended in SPCP 1b and 1c



Figure 2 - Staircase built in lieu of the recommended ramp

We note that the reported resolution of pinch points (SPCP 4a), particularly near Siwash Rock, has not been completed. One of the most dangerous examples was included as a photo of what needed priority attention in the original 2012 plan. Figure 3 shows the railing in the 2012 plan; Figure 4 shows it now, with no changes evident to the railing after 7 years.



A blind corner with a pinch point at Siwash Rock. The existing post and rail fence should be replaced as it can "snag" handlebars.

Figure 3 - Dangerous fence highlighted in SPCP 4a



Figure 4 - Fence was still in place as of March 25, 2019

We understand that additional stencils have been applied to the Seawalls since 2012 (SPCP 6a) and welcome this. However, painted stencils should be considered an annual maintenance item, and the path markings currently need attention for the safety and comfort of all users as stencils are not clear for much of the paths.

It was reported that bike racks were added at Third Beach. While this was a specific recommendation, and any additional racks are welcome, there were also recommendations for regular monitoring of bike rack usage to determine the need for additional racks, as well as increased use of temporary racks and the Bike Valet at special events (such as the Christmas Train).

We were very glad to see improvements started in the past year on the connection between the Causeway and the Coal Harbour seawall with signage, stencils, and a curb ramp (SPCP 12a). The new stencils are evident in Figure 5. However, they do not extend to the Causeway, they end at the pedestrian bridge over Park Drive. There are also no signs indicating that people on bikes may use the path travelling south from the new curb cut (Figure 6). There is a wayfinding sign on the lamp post, but the Park Control Bylaw (2010) states that "No person shall.....ride any bicycle upon any sidewalk, footpath or promenade in any park unless such sidewalk, footpath or promenade has been so designated as a cycle path and specifically provided therefor" The lack of signage also creates the

risk of friction between people on bikes and other path users who may not know that cycling is permitted along this section.



Figure 5 - New stencils at the Coal Harbour Entrance Hub



Figure 6 - Curb Cut leading to the Coal Harbour Entrance Hub

There is also a dangerous implementation of a shared multi use path here, shown in Figure 7. This path is too narrow to meet safety codes for bidirectional pedestrian and unidirectional shared cycling use. We recommend either a pedestrian Do Not Enter sign at each end, or removal of the bike stencils and a return to pedestrian only use. The painting of the crosswalk at the south end of the path appears to indicate that it is intended as a pedestrian route. The connections that were recommended in SPCP 12a are shown in figure 8. We recommend a full implementation of the Gateway Node. This will include connections between the two hubs. We do not agree that this recommendation has been implemented, as there is no way through to the Roundabout Hub. These connections were one of the highest priority recommendations by Park Board staff for early implementation in 2012.



Figure 7 - Dangerously narrow Multi Use Path

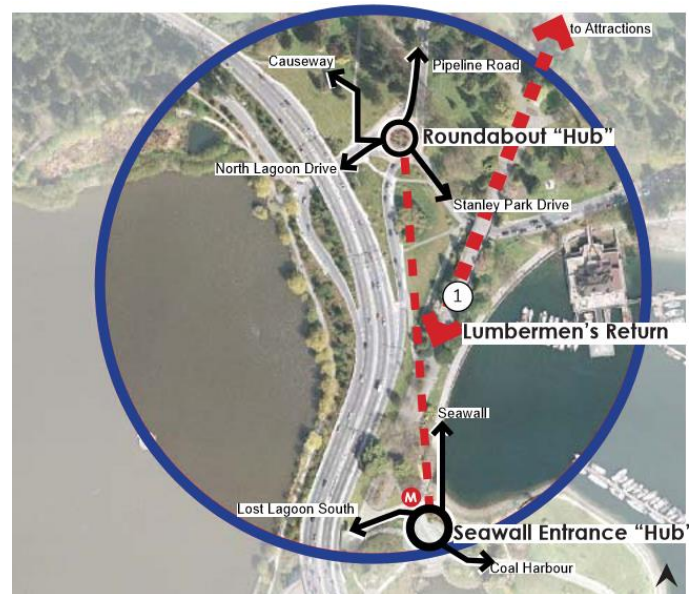


Figure 8 - Coal Harbour Gateway Entrance Node (SPCP 12a)

Cycling Improvements Planned for 2019

The staff update report of March 22, 2019 notes that eleven (11) of the recommended priority improvements will be implemented in 2019. We disagree with this characterization, as several of the improvements are not related to the approved 2012 Stanley Park Cycling Plan, and three of them are described in the report as not having a timetable for implementation. We note that the update report refers to the implementation of the Stanley Park Cycling Plan, but some of the planned improvements are not specifically cycling improvements. We agree that some cycling improvements included in the 2012 SPCP will benefit users of all modes, primarily by reducing conflicts, but improvements related solely to pedestrian use, and which degrade the cycling experience, should not be considered as part of long planned, approved, and funded 2012 SPCP cycling improvements. We also have concerns with how the improvements will be implemented, particularly since the context has changed significantly since 2012 for some of the items, primarily related to the construction of the Causeway paths.

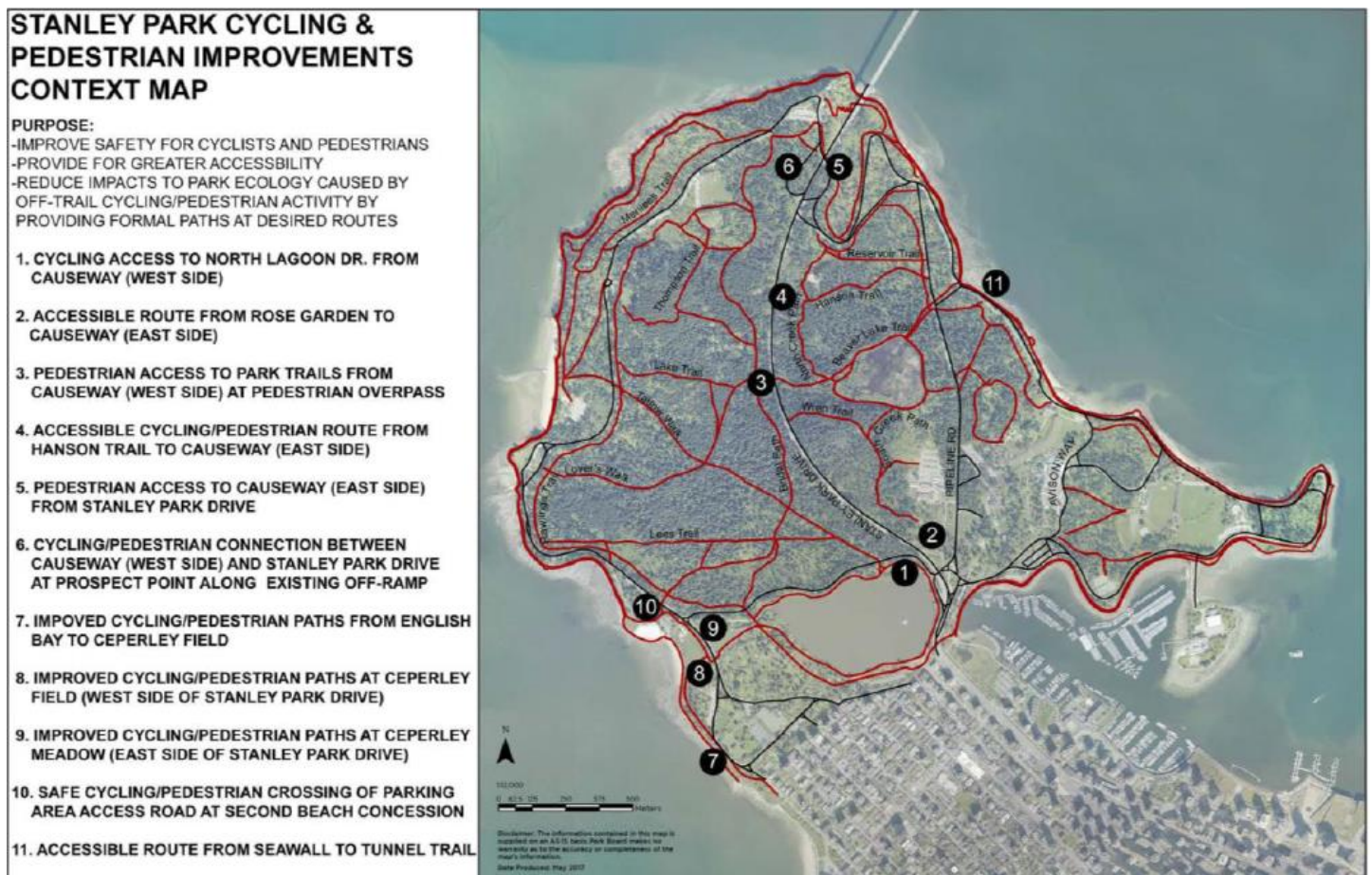


Figure 9 - Planned Park Board 2019 Cycling and Pedestrian Improvements Map

Our specific comments and concerns over the eleven planned improvements are as follows (the numbers match the items on the map in Figure 9):

- 1) The cycling link from the west side of the Causeway to North Lagoon Drive (SPCP 8b) is much needed and we strongly support implementing one. Our concerns are that as originally conceived in the 2012 SPCP, a new path would be constructed through the vegetation from the Causeway to North Lagoon Drive (Figure 10) It would then deliver people on bikes out onto a roadway, in a corner. This is unsafe, and unnecessary, and we recommend against it. There is an existing paved path that is not designated as a cycling path. If so designated, this path would safely replace new construction, be cheaper, be safer, and result in less impact to the ecosystem. It is shown as a dotted white line in Figure 10, and from the north end looking south, in Figure 11. It requires bike stencils, a No Walking sign, and consideration of the connection at the south end (likely involving a curb ramp and green paint). This recommendation has been previously raised with Park Board staff, and we were advised at that time that the path could not be change over from pedestrian use as people may want to walk there. This makes no sense to us, as the path does not serve any pedestrian purpose, and in fact creates a safety risk for people walking if they use it to access the west side Causeway cycle path. When the west side Causeway path was converted to bike use only by MoTI in 2016, any need for a pedestrian sidewalk to that bike path was eliminated. Hopefully, the plans for this year do not involve building a new path but they should address the safety issues described. We look forward to reviewing the design drawings.

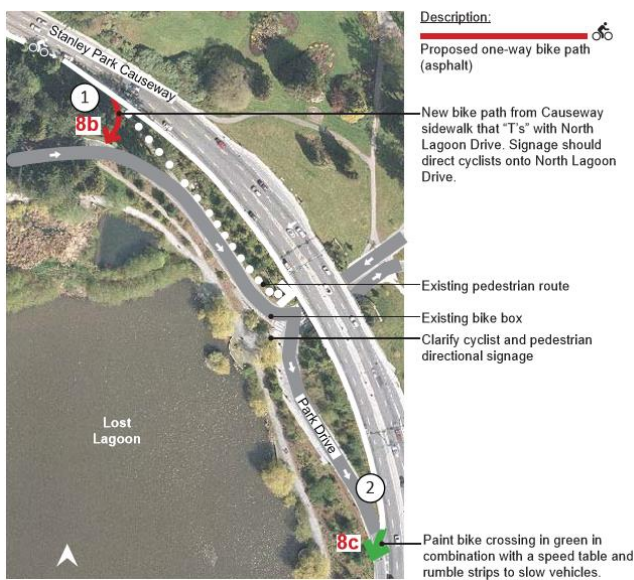


Figure 10 - SPCP 8a - Connection from west Causeway



Figure 11 - Existing paved path that replaces the need for 8b

- 2) The 2012 SPCP did not recommend this improvement. There is an existing pathway from the Rose Gardens to the east side Causeway path. It is paved, but narrow. It is currently designated as a shared walk/bike path, but is not marked at the entrance to it, so users are often unaware that they make cycle here. The planned improvement was explained to us by Park Staff as an Accessibility Improvement, made necessary by the steep slope up to the causeway path for people with limited mobility. We asked about cycling connectivity and were advised that people on bikes were not being considered for the intended use of this path. Continued use of this path by people on bikes was envisioned as part of the 2012 SPCP. If in fact the path is restricted in future to not allow people on bikes, then that is a significant issue. The only other way to access the east side Causeway paths is from the Georgia Street off ramp, along a narrow and unprotected sidewalk. Implementation of the

Gateway Node (SPCP 12a) specifically includes accessing this path to access the Causeway. We consider that improving accessibility for users of all modes is important, but we don't see this as a cycling improvement, except to the extent that a stencil is applied at the start of the path. If the new path is intended to be multi use, it should be sufficiently wide to be safe for users of all modes, it should be clearly stencilled, and for safety, it should not include switchbacks to manage the grade, which is an accessibility concern here.

- 3) The 2012 SPCP recommended construction of a path from the west side sidewalk to the pedestrian bridge at this location. Given the conversion of the west side sidewalk to bike only use by MoTI in 2016, this is no longer a valid recommendation. It may in fact lead to more pedestrians finding themselves on the bike path, creating a safety risk for users of both modes. We recommend that work be ceased on this item.
- 4) The 2012 SPCP did not include a recommendation for the construction of a new trail from Hanson Trail to the east side Causeway shared path. There is a route along Hanson Trail north to reach the east side Causeway. Although Hanson Trail has been designated as a multi-use trail in the 2012 SPCP, it is uncomfortable and unsafe for people using bikes and wheelchairs, due to the steep hill and poor surface treatment. Resolving this issue would be a much better use of resources than constructing a new trail connector. Due to its current state, we discourage its use. We recommend that work be ceased on this item. This item is noted as being complex, and subject to delays, so it appears there is time to stop and reconsider.
- 5) The 2012 SPCP recommended the construction of the multi-use path from Park Drive to east side Causeway. The current plan appears to be for a pedestrian path, which does not meet the recommendation of SPCP 18a. There is no functional benefit to a cycling path at this location given other nearby access points. If there is a requirement for a pedestrian path from the overpass sidewalk, that is understood, but we do not consider it to be part of implementing the 2012 SPCP and recommend that the funds budgeted associated with the 2012 SPCP not be applied to this item.
- 6) The 2012 SPCP did not recommend this connection, a route alongside the southbound Causeway exit road to Park Drive. We strongly support creating this link, which has become an even more obvious gap with the completion of the separated paths along the Causeway. Unfortunately, Park Board staff advised us that there was no plan for a safe and protected bike route, but rather the creation of a pedestrian sidewalk, and that bikes would be required to share the roadway with vehicles exiting from the Causeway. A traffic study is required here to determine the best solution. As this item is reportedly delayed due to complexity, it appears that there is time to engage Vancouver City transportation engineers in designing a safe connection, and we recommend that this be done. This is an important link, and it needs to be a safe and protected one that is comfortable for people of all ages and abilities, since the paths leading to this point are protected from vehicle traffic.
- 7) The 2012 SPCP recommended the construction of a new path at this location, and we support this initiative, for the safety and comfort of people both walking and cycling. It is important that the new paths be sufficiently wide, and physically separated for users of different modes, as recommended in the 2012 SPCP. The crosswalk should be raised for safety of people walking and cycling. It is also important that the path crossings be marked

and that they be designed for improved safety for all users; the recommendation to move the pedestrian path to the sidewalk location towards Beach Ave. would help to accomplish that. We look forward to reviewing the design drawings for this item.

- 8) The 2012 SPCP recommended two alternatives for improved pedestrian access at the Ceperley Park tunnel. The option chosen requires that people cycling detour to the north and then double back, and so provides no functional benefit. In fact, it takes a direct and safe 80 m cycling connection on a protected off-street path, and increases it to 380 m, while adding in a crossing of a busy roadway. We are glad to see that this option includes a raised crossing and recommend that this crossing have separate crossing lanes for people walking and people on bikes, to reduce conflicts. While these items reduce the safety for people on bikes, the combination package of items 8, 9, and 10 does provide overall value for people walking, and for that reason we support it. We are concerned with the details of the design and look forward to reviewing the design drawings. It will be necessary that these three items be treated as a single item in terms of implementation timing. We look forward to reviewing the design drawings for these three items.
- 9) Comments as per item 8
- 10) Comments as per item 8
- 11) The 2012 SPCP recommended the creation of an accessible ramp from the seawall at this location, and connection through to a return route to the Coal Harbour entrance hub. We strongly support the implementation of a return route, to reduce congestion on Seawall paths and reduce the incidences of people cycling in the wrong direction on the seawall. The return route implementation is more important than this specific ramp and depending on which return route is selected for implementation first, the requirements for this ramp could vary. The 2012 SPCP noted that the Lumbermen's return route was nominated by Park Board staff as the preferred top priority. If this is constructed, a ramp could be combined with the recommended on-road protected lane bypass of the Kid's Water Park (SPCP 7c) We understand that this return route faces complications related to archeological issues. We recommend that the prioritization be revisited, as recommended in the 2012 SPCP if in fact delays were encountered with it, and that the Pipeline Road return route be considered for priority implementation. This largely avoids issues related to archeological finds, reducing vegetation removal, and adding impermeable surfaces, as it uses existing pavement along Pipeline Road. This return route could be implemented relatively quickly, and at a much lower cost, than the alternatives. We recommend that consultation take place on these return route decisions, as they will then inform the decisions on where a ramp is required. We note that this item has been delayed due to requiring additional design work, and so there is perhaps time for a discussion on the priority return route selection.

Ongoing Consultation

The 2012 SPCP was the result of significant consultation with stakeholder groups, including HUB Cycling. We note that several items being proposed now were not conceived of or discussed in 2011. We have enquired with staff as to whether additional consultations will be carried out and were advised that none were planned. We strongly recommend a series of consultations at this point, due to the inclusion of new items in the workplan that were never considered in the 2011 consultations;

due to changes in the interim, particularly with the new protected Causeway paths; and to fully embed best design practices as they have developed over the interim time period. National design standards for paths have been revised, simply as one example, and City of Vancouver design and construction standards have also changed. It is important to provide a consistent user experience, and since users will often pass from one jurisdiction to another, we recommend a refresh of the originally proposed designs to ensure they meet current standards. There is also the issue of respecting the original stakeholder consultations, and the results which those consultations produced.

HUB Cycling is fully prepared to support this stakeholder consultation and offer our time to the effort. Beyond a review of the construction drawings, we recommend a series of joint inspection rides with staff, like those conducted in 2011.

There are references in the 2012 SPCP and the staff implementation plan to partner funding opportunities. We note that in the past years, shared funding budgets have been increased for active transportation projects in terms of provincial (Bike BC) funding, and regional (TransLink) funding. TransLink has recently designated key connecting routes between urban centres as part of their Major Bikeway Network, and the Causeway connection is included in that designation. That implies that funding applications would be considered for improvements related to any connectivity from the Causeway protected paths, through to Georgia St. This should include the Coal Harbour Gateway Entrance Node. TransLink funding for eligible projects ranges up to 75%. We want to ensure that these partner funding sources are considered for upcoming work.

Thank you for the opportunity to comment on these issues. It is very good to see progress this year on the implementation of the 2012 Stanley Park Cycling Plan, and we want to ensure that planned improvements provide the best possible value in terms of improved user safety and comfort, in terms of reducing the environmental impact, in terms of meeting approved 2012 SPCP priorities, and in terms of managing within limited budgets. We look forward to the opportunity to meet with you or staff to review priorities, comment on design drawings, and complete joint inspection rides.

Sincerely,

Jeff Leigh
Chair
Vancouver UBC Local Committee
HUB Cycling
vancouver@bikehub.ca

Lisa Slakov
Park Board Liaison
Vancouver UBC Local Committee
HUB Cycling

Enc: Stanley Park Cycling Plan Implementation Update – Board Briefing Memo (March 22, 2019)



March 22, 2019

MEMO TO : Park Board Commissioners

FROM : Malcolm Bromley
General Manager, Vancouver Board of Parks and Recreation

SUBJECT : **Stanley Park Cycling Plan Implementation Update – Board Briefing Memo**

Dear Commissioners,

The purpose of this memo is to provide Commissioners with an update on the 2019 implementation of the [Stanley Park Cycling Plan](#).

Background

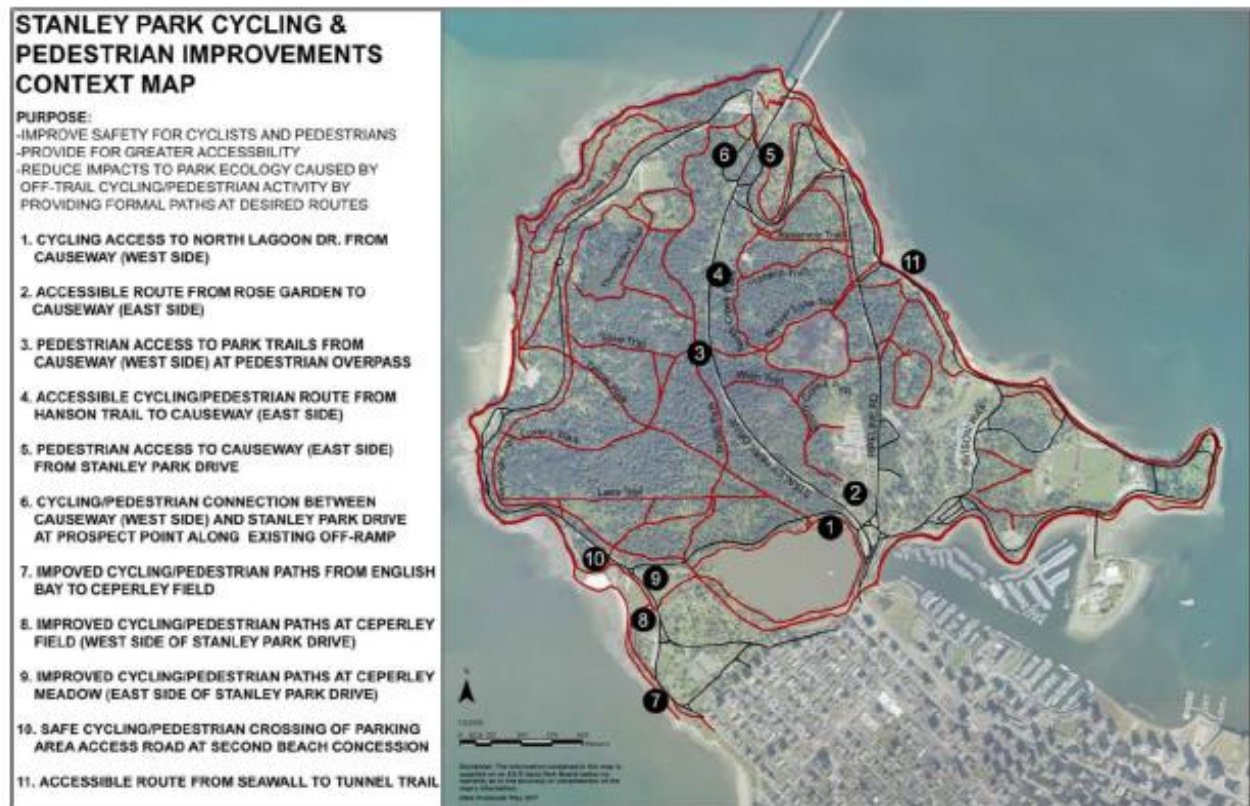
In October 2012, the Park Board adopted the Stanley Park Cycling Plan and implementation strategy. The Stanley Park Cycling Plan is a comprehensive document containing over 60 recommendations that address a wide range of concerns around cycling and pedestrian experiences in the park. Many of the recommended improvements have been implemented, including:

- Installation of a set of stairs from the Seawall up to Park Drive south of Beaver Creek (Recommendations 1b, 1c and 11a);
- Bicycle parking at Third Beach (Recommendation 3d);
- Relocation of site furnishings at pinch points (Recommendation 4a);
- New stenciling on the seawall (Recommendation 6a);
- Removal of a pathway at the south end of Lost Lagoon to eliminate a confusing intersection with the bike path. (Recommendation 6c);
- Improvement of the connection between the Causeway and the Coal Harbour seawall with directional signage, stencils and a curb ramp (Recommendation 12a);
- Installation of a connection for westbound bikes from Stanley Park Drive to access Bridle Path and the forest trail system (Recommendation 14a);
- Designation of Hanson to a shared use pathway for access improvements to Northbound Lions Gate (Recommendation 18e);
- Installation of yellow finger blade directional signs and stencils (Recommendation 20c);
- Installation of a raised boardwalk on Cathedral Trail (Stanley Park Ecological Action Plan 4.3.1 and 4.3.5);
- Bike gates on the east sidewalk, north and south of the Comox Street entrance to the park, have been installed to prevent cyclists from riding that sidewalk, reducing conflict with pedestrians on that thoroughfare (Response to public concerns in this area).

Cycling Improvements

The detailed design of eleven (11) of the recommended priority improvements was initiated in 2014. As the design work progressed, additional time was needed to address important archaeological protection concerns and integrate new improvements with the causeway cycling improvements that were implemented by the provincial Ministry of Transportation in 2016.

The following map shows where the eleven (11) sites are located within the park, with the specific improvements that staff will be implementing in 2019 outlined below:



Causeway Related Improvements (Sites 1 – 6)

The Causeway Expansion project improved access to and from the North Shore; however improved access to the Causeway from Stanley Park is still needed. In this section, the focus of the improvements are access to and from the Causeway at key locations for both pedestrians and cyclists.

- Site 1: Cycling link from west side of Causeway to North Lagoon Drive;
- Site 2: Pathway from Stanley Park to east side Causeway sidewalk;
- Site 3: Connection from west side of Causeway to pedestrian bridge;
- Site 5: Formalizing the existing path from east side of Causeway to Park Drive (at overpass);
- Implementation of Sites 4, 6 is to be confirmed at a future date due to the complexity of the projects.

English Bay to Ceperley Field Improvements (Sites 7 – 11)

In this section, the Seawall is pedestrian only and bike pathways are located off the Seawall. The focus of the work in this section is improved navigation, connectivity and increased capacity for both pedestrians and cyclists.

- Site 7: Reconstruction of the pedestrian path from Beach Avenue entrance to Ceperley Meadows;



- Site 8: New pathway from Second Beach to Ceperley Playground;
- Site 9: Park Drive at Ceperley Meadows – new sidewalk adjacent to on-street parking + new bike path from cross walk at Lagoon Drive to Lost Lagoon Path (tunnel);
- Site 10: Connection from 2nd Beach Concession access road to existing cross walk;
- Site 11: The Burrard Inlet side of the park is a much needed link for bicycles and people in wheelchairs to connect from the seawall to the forest trails and to the north shore via the Causeway and requires additional design work, so will be implemented in the future.

First Nations Collaboration

Stanley Park is within the traditional and unceded territories of the Musqueam, Squamish and Tsleil-Waututh First Nations and these lands are the site of villages, whose inhabitants are the near ancestors to many Musqueam, Squamish, and Tsleil-Waututh people today. The living memory of the City's and Park Board's removal of those families from their homes ensures that our activities in Stanley Park have a high risk of inflicting trauma on Musqueam, Squamish, and Tsleil-Waututh people.

The Stanley Park Cycling Plan was shared with the Nations in 2011 and discussions ensued. Park Board staff have now received feedback from all three First Nations indicating that work should proceed with established archaeological protocols: i.e., that First Nation Archaeological permits are obtained and a professional archaeologist and First Nations archaeological monitors are present for any ground disturbing activities.

Implementation

Construction drawings have been completed and staff are preparing tender documents with the goal of issuing the works for tender by early summer 2019. Construction will begin in late fall 2019 and is anticipated to take approximately 3-6 months to complete. Cycling and pedestrian visits to and around Stanley Park continue to increase and staff are keen to see these improvements underway and completed to ensure safe and enjoyable park experiences. Staff will continue to update the Board as the project proceeds.

Regards,

A handwritten signature in black ink, appearing to read "Malcolm Bromley".

Malcolm Bromley
General Manager - Vancouver Board of Parks and Recreation

AG/TM

Copy to: PB Senior Leadership Team
Park Development
PB Communications