From: "Johnston, Sadhu" <Sadhu.Johnston@vancouver.ca>
To: "Direct to Mayor and Council - DL"
CC: "City Manager's Correspondence Group - DL"
"Dobrovolny, Jerry" <jerry.dobrovolny@vancouver.ca>
Date: 7/23/2019 10:14:20 AM
Subject: Memo - Granville Bridge Connector - Phase 1 - Public Engagement Report Back
Attachments: ENG - Memo to Mayor and Council - Granville Bridge Connector - Phase 1 -....pdf

---

Greetings Mayor and Council,

Please find attached a memo reporting back on the Granville Bridge Connector Phase 1 Public Engagement. This memo provides an update on the Granville Bridge Connector project, including an update on the engagement to date and next steps. A summary of key points is below:

- Staff completed the first round of stakeholder and public engagement this spring.
- Participation levels were high, with over 5,000 public surveys completed, and over 1,100 people participating at public events.
- The project has high levels of public and stakeholder support overall, with concerns expressed regarding safety and comfort on the bridge today, and many ideas shared on how the project could be delivered.
- Staff are currently developing and shortlisting options, with Phase 2 of the public engagement scheduled for September 2019.

Should you have any questions or concerns regarding this matter, please contact Jerry Dobrovolny at 604.873.7331 or jerry.dobrovolny@vancouver.ca.

Best,
Sadhu

Sadhu Aufochs Johnston | City Manager
Office of the City Manager | City of Vancouver
604.873.7627 | sadhu.johnston@vancouver.ca

Pronouns: he, him, his

CITY OF VANCOUVER

The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the Musqueam, Squamish, and Tsleil-Waututh peoples.

CITY OF VANCOUVER

ENGINEERING SERVICES
Jerry W. Dobrovolny, P.Eng., MBA
City Engineer / General Manager

MEMORANDUM

July 22, 2019

TO: Mayor and Council

CC: Sadhu Johnston, City Manager
Paul Mochrie, Deputy City Manager
Lynda Graves, Administration Services Manager, City Manager's Office
Rena Kendall-Craden, Civic Engagement and Communications Director
Katrina Leckovic, City Clerk
Neil Monckton, Chief of Staff, Mayor's Office
Alvin Singh, Communications Director, Mayor's Office
Anita Zaenker, Chief of Staff, Mayor's Office
Lon LaClaire, Director, Transportation
Karima Mulji, Director, Engineering Projects and Development Services

FROM: Jerry Dobrovolny, General Manager, Engineering Services

SUBJECT: Granville Bridge Connector – Phase 1: Public Engagement Report Back

Staff have completed the first phase of a three-stage engagement process on the *Granville Bridge Connector*, a new walking, rolling, and cycling connection across the Granville Bridge, as directed by Council in January 2019. This memo provides an update on the engagement to date and outlines next steps.

Background

The *Granville Bridge Connector* was identified as a priority by Council in response to the 2002 False Creek Crossings Study, as part of the Transportation 2040 Plan released in 2012, and in the 2019-2022 Capital Plan. On January 30, 2019, Council directed staff to engage the public on the project, beginning with a discussion on goals and ideas.

In April 2019, Council endorsed several actions as part of the *Climate Emergency Response* report to increase the City's efforts to address climate change. One of the policy's transportation-related 'big moves' is that by 2030 at least two thirds of trips in the city will be by active transportation and transit – 10 years earlier than previously planned.

The *Granville Bridge Connector* was an essential component to meeting the original 2040 mode share targets and becomes even more critical to deliver these targets earlier. It addresses a major gap in the city's walking and cycling networks, would serve one of the densest parts of the city, and is important to sustainably accommodate the growing number of people living, working, and playing in the city and region. It is unlikely that the Climate Emergency mode share targets can be met without the *Granville Bridge Connector* project moving forward.

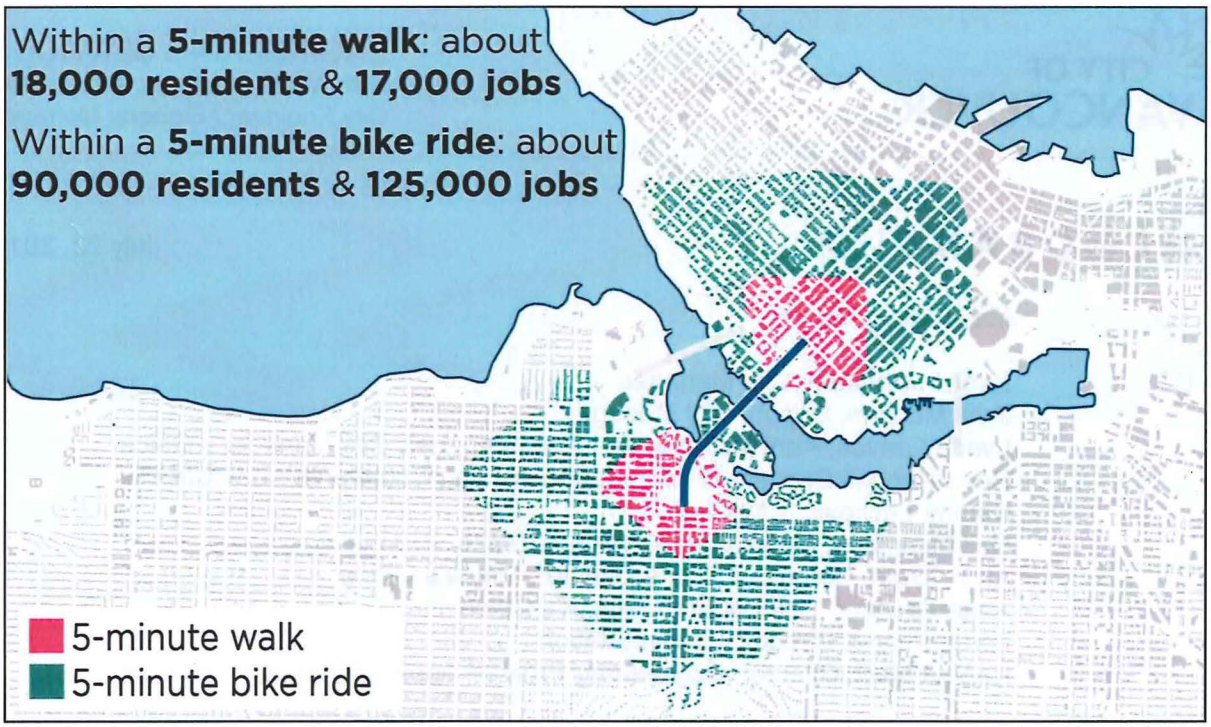

Figure 1: 2016 population and jobs within a 5-minute walking and cycling catchment of the Granville Bridge[1]

The bridge deck has significant extra vehicle capacity and staff are paying careful attention to how various design options might impact traffic flow at either end of the bridge. Staff are confident a solution can be delivered that continues to accommodate motor vehicle traffic, maintaining travel times for transit and drivers, and allowing for efficient emergency services access.

Overall Engagement Approach

Public and stakeholder engagement is taking place throughout 2019. This work complements ongoing technical investigation and design, and includes:

- targeted discussions, walking tours, and workshops with key user groups and stakeholders that are most directly impacted; and
- a three-phase public engagement process including open houses, workshops, walking tours, and surveys for the broader public to share their ideas and concerns.

The three phases are described below.

1. In **Phase 1 (April 2019)**, staff sought input on the draft project goals, and invited the public to share how they currently use the bridge, along with their specific ideas and concerns for the project.
2. In **Phase 2 (September 2019)**, staff will report back to the public on Phase 1, and provide an opportunity to review and comment on a range of options at a conceptual level.

[1] Population and place of work densities are based on the 2016 Census and do not factor in future growth, with distances calculated from either end of the bridge using the 2016 road network. A 5-minute walk is assumed to cover a distance of 400m (approximately 4 city blocks). A 5-minute bike ride is assumed to cover 1.3km, which is an average speed of 15.5km/h.

3. In **Phase 3 (late 2019)**, staff will summarize what was learned in previous phases, and provide an opportunity for the public to comment on short-listed option(s) in more detail.

The engagement will result in a report to Council on recommended design option(s) in early 2020.

Phase 1 Public Engagement

Phase 1 of public engagement launched on April 4 and closed on May 10, 2019. A variety of outreach and engagement tactics was used to reach a broad audience, including existing and potential future bridge users, as well as historically under-represented groups.

Engagement methods provided many ways to participate, depending on one's time and level of interest:

- a **pop-up workshop** co-hosted by community partner, Vancouver Design Nerds, on April 6, which was attended by approximately 50 people;
- **three open houses** on April 12, 13, and 16, attended by over 1000 people;
- **four three-hour workshops** on April 27 and 30, attended by approximately 60 people;
- a **Jane's Walk tour** across the bridge on May 3, attended by 23 people; and
- a **phase 1 survey**, which closed on May 10, completed by over 5000 people (online, with paper versions available at in-person events).

Participation levels were very high overall, with **over 1,100 people** participating in the public events and **over 5,000 people** taking the phase 1 survey. An additional **615 people** were reached through an intercept survey on the bridge, conducted by Mustel Group on behalf of the City.

Phase 1 Stakeholder Engagement

Prior to launching the public engagement process, staff reached out to key stakeholders for personalized discussions, presentations, and "walkshops", including:

- South Granville and Downtown Vancouver Business Improvement Associations;
- Vancouver Board of Trade, Vancouver Economic Commission;
- TransLink, the BC Trucking Association, HUB, and Better Environmentally Sound Transportation, and tour bus operators;
- emergency service providers (e.g. Vancouver Police Department, Vancouver Fire Department);
- Vancouver Coastal Health;
- Granville Island Corp (CMHC) and the Granville Island Business and Community Association;
- seniors groups including the West End Seniors Network;
- Accessible City Task Force;
- Vancouver Public Space Network and Vancouver Design Nerds; and
- nearby resident association groups representing Burrard Slopes and South False Creek.

Through late May 2019, over **20 stakeholder discussions and walkshops** took place, **attended by over 150 individuals representing over 40 groups and many more individual businesses and organizations**. Overall support for the project has been very strong, with individual groups providing nuanced comments that staff will incorporate into the project. Staff also reached out to Musqueam, Squamish and Tsleil-Waututh First Nations through the City

liaison, presenting at the April 2019 intergovernmental meeting and offering additional engagement opportunities should there be interest.

Targeted stakeholder engagement will continue to take place throughout the year. Meeting invitations have been sent to relevant Council-appointed citizen advisory committees now that they have been re-established, including those representing transportation, seniors, youth, gender equity, and persons with disabilities. An intersectional lens is being applied to this project, aligning with larger efforts to develop a citywide framework to ensure an inclusive city that is safe and welcoming for all people.

Engagement Highlights

Key themes from the stakeholder and public engagement include:

- **Most people currently do not feel comfortable walking or cycling across the bridge**
- **Many people avoid walking or biking across the bridge even when it would be the most direct route**, indicating a latent demand for using the bridge
- **People with mobility challenges and people who cycle find it especially challenging** to use the bridge today, due to unsignalized crossings with steps and a lack of cycling facilities
- There is **strong support for the project** from stakeholders and the general public;
- There is **general support for each of the draft goals**, with **many ideas for how the goals could be delivered**
- Staff received **good suggestions for improvements to the proposed set of goals**, particularly relating to the climate emergency, public transit, means prevention, and environmental considerations (e.g. rainwater management, habitat preservation)
- There are **diverse opinions on the level of investment required**, with many people interested in a once-in-a-lifetime placemaking opportunity, and others more concerned with safety and the bridge's transportation function
- There were **many ideas for particular alignments** to explore, including centre, west side, east side, bilateral (both sides), and underside options

These findings are described in more detail in *Appendix A*.

Revising the Draft Goals

Original Draft Project Goals

The following draft project's goals were a central element of the first round of public engagement, on which City staff were soliciting feedback:

1. Make **walking, rolling,** and **cycling accessible, safe,** and **comfortable** for all ages and abilities
2. Provide direct and intuitive walking, rolling, and cycling **connections** to key destinations and the network
3. Create a **special place** that provides an enjoyable experience for all
4. Accommodate **motor vehicles**, considering the needs of transit, emergency services, and people driving
5. Design with the **future in mind**, considering related projects and opportunities to coordinate work

Revised Project Goals

While the draft project goals presented in Phase 1 of engagement received a high level of support, staff have revised these goals to reflect public and stakeholder feedback. The revised goals better emphasize the bridge's importance as a public transit corridor and also capture concerns regarding means prevention, environmental considerations, and designing for adaptability – including preserving the ability for future changes to the bridge as the city grows and travel patterns and needs change.

The updated goals are to:

1. Support the City's **climate emergency** efforts by enabling more trips via sustainable transportation
2. Make **walking, rolling,** and **cycling** across the bridge **accessible, safe,** and **comfortable** for all ages and abilities
3. Provide direct and intuitive walking, rolling, and cycling **connections** to key destinations and the sustainable transportation network
4. Create a **special place** that provides an enjoyable experience for all
5. Enable **reliable transit** and continued access for **emergency vehicles**
6. Accommodate **motor vehicles**, considering the bridge's role in the regional transportation network
7. Integrate **means prevention** to deter self-harm
8. Incorporate **environmental features** into the design, including provisions for **rainwater management** and **wildlife habitat**
9. Design for the future, considering **compatibility with related projects** and **flexibility to adapt** as the city grows
10. Provide **value for money** and maximize coordination opportunities

Next Steps

Developing Design Option Development

Staff are currently exploring a series of options for the *Granville Bridge Connector*, informed by public and stakeholder feedback, further internal analysis, and consultant input.

These design options can be grouped based on their general alignment over the mid-span of the bridge:

- **west side** path options;
- **east side** path options;
- **raised centre** options;
- options that use **both sides**; and
- options which are **suspended** from the existing bridge structure.

Within each alignment group, there are sub-options which vary depending on the number of lanes reallocated or how the ramps are used. These variations offer benefits such as additional path width, placemaking opportunities, and/or active transportation connectivity, but may have transportation impacts or costs which require further evaluation.

Evaluating the Design Options

Options will be shortlisted and assessed using a two-step process:

- a high-level screening of a long list of design options using baseline criteria to eliminate design options with critical flaws or far from meeting project goals; and
- a multiple-account evaluation of shortlisted options, based on evaluation criteria derived from the project goals.

The proposed method is described in more detail in *Appendix B*.

Public and Stakeholder Engagement

Phase 2 of the public engagement is scheduled for September 2019, and will provide an opportunity to review and discuss options. Staff have already begun reaching out to stakeholders in advance of this phase, offering in-person meetings, customized workshops, and walking tours. Meetings with relevant Council-appointed groups have been scheduled now that they have been re-established.

A third and final round of engagement is planned for late 2019.

Staff will present recommended option(s) to Council for approval in early 2020.

If you have any questions with regard to the Granville Bridge Connector project, please do not hesitate to contact me.

Sincerely,

Jerry W. Dobrovolny, P.Eng., MBA
General Manager, Engineering Services
604.873.7331 | jerry.dobrovolny@vancouver.ca

Appendix A
Granville Bridge Connector – Phase 1 Engagement Highlights

City of Vancouver staff are conducting a three-phase engagement process on the *Granville Bridge Connector* to provide new walking, rolling, and cycling connections across the Granville Bridge, as directed by Council in January 2019.

Overall Engagement Approach

Public and stakeholder engagement is taking place throughout 2019. This work complements ongoing technical work and design, and includes:

- targeted discussions, walking tours, and workshops with key user groups and stakeholders that are most directly impacted; and
- a three-phase public engagement process including open houses, workshops, walking tours, and surveys for the broader public to share their ideas and concerns.

The three phases are described below.

1. In **Phase 1 (April 2019 – completed)**, staff sought input on the draft project goals, and invited the public to share how they currently use the bridge, along with specific ideas and concerns.
2. In **Phase 2 (September 2019)**, staff will report back on Phase 1, and provide the public with an opportunity to review and comment on a range of options at a conceptual level.
3. In **Phase 3 (late 2019)**, staff will report back on what was learned in previous phases, and provide an opportunity for the public to comment on short-listed option(s) in more detail.

The engagement will culminate with a report to Council on recommended design option(s) in early 2020.

Phase 1: What We Did

Stakeholder Engagement

Prior to launching the public engagement process, staff reached out to key stakeholders for personalized discussions, presentations, and walkshops.

Identified stakeholders include representatives from local resident and business associations; transportation, seniors, accessibility, and placemaking organizations; emergency service providers; Vancouver Coastal Health; and others.

Through late May 2019, staff conducted 22 meetings or walkshops with over 150 participants representing the following groups:

Internal Stakeholders

- Vancouver Board of Parks and Recreation
- Vancouver Police Department
- Vancouver Fire and Rescue Service

External Stakeholders

- South Granville Business Association
- Downtown Business Association
- West End Seniors Network
- Former members of People with Disabilities & Seniors City of Vancouver Advisory Committees (used as a proxy since the groups had not yet been re-established)
- Granville Island Business and Community Association
- Better Environmentally Sound Transportation
- HUB Vancouver Committee
- Cycling without Age
- Granville Island Corporation (Canadian Mortgage and Housing Corporation)
- Foodora
- Burrard Slopes
- Stakeholder Association
- South False Creek Neighbourhood Association
- Vancouver Coastal Health
- Vancouver Board of Trade (including various transportation committee members)
- Vancouver Public Space Network

Staff also reached out to Musqueam, Squamish and Tsleil-waututh First Nations through the City liaison, presenting at the April 2019 intergovernmental meeting and offering additional engagement opportunities should there be interest.

Targeted stakeholder engagement will continue to take place throughout the year. Meeting invitations have been sent to relevant Council-appointed citizen advisory committees now that they have been re-established, including those representing transportation, seniors, youth, gender equity, and persons with disabilities.

Public Engagement

Phase 1 of the public engagement launched on April 4 and closed on May 10, 2019. In this first phase, staff sought input on the draft project goals, a better understanding of how people currently use the bridge, and any hopes, concerns, or ideas related to the bridge crossing and surrounding transportation network connections.

Outreach Tactics

A communications outreach plan was developed to support the engagement process by ensuring diverse public awareness of the scope, timeline, and opportunities for input. The plan included an extensive print, digital, and radio campaign, which was also informed by an equity lens to ensure a broad, multilingual, and regional reach across all modes of transportation. This marked the first time the City had advertised a transportation engagement initiative regionally.

Specific tactics are highlighted below.

- **Notification letters:** sent to 22,559 residents and businesses near the Granville Bridge.
- **Electronic signage:** changeable message boards installed at each bridge access point, targeting people driving or taking transit across the bridge.
- **Poster signage:** eye-level signs installed at each end and along the span of the bridge, as well as nearby bike network intersections, targeting people walking or cycling in the area.
- **Print:** advertisements in 14 papers across Vancouver and the Lower Mainland including Chinese-language print, with a total circulation of over 1 million people.
- **Radio:** 115 spots aired over a two-week period across 14 stations with a total of 920,000 impressions, which refers to the number of times an ad was heard.
- **Social Media:** organic and paid posts across the City's Instagram, Facebook and Twitter platforms. The paid campaign reached over 58,000 people with the organic posts acquiring over 68,000 impressions. An organic campaign also ran across the Chinese-language social media platforms of Weibo and WeChat.
- **Digital Ads:** Google advertisements with a unique reach of over 80,000 and over 100,000 impressions.
- **Earned media:** a combined total of 24 unique pieces of news/media coverage across all media formats (print, web, TV and radio) between April 4 and May 10, 2019.
- **Partner networks:** stakeholders were encouraged to share engagement opportunities with their membership.
- **E-Newsletter:** over 2,000 subscribers to date.

Engagement Events and Surveys

City staff created a variety of events and methods for the public to learn about the project and provide feedback during the first phase of engagement. Participation levels were very high overall, with **over 1,100 people** participating in the public events and **over 5,000 people** filling out a survey. An additional **615 people** were reached through an intercept survey on the bridge, conducted by Mustel Group on behalf of the City.

Full details are summarized in the following table:

Engagement Events and Feedback Tools	*Purpose*	*Participation Levels*
Pop-up Workshop (x1) co-hosted by community partner Vancouver Design Nerds • Date: April 6, 2019 • Location: 800 Robson	• Provide opportunity for public to learn about the project, and share ideas on how the bridge could be used via drawing activity • Promote future engagement opportunities	~ 50
Open Houses (x3) • Dates: April 12, 13, and 16, 2019 • Locations: CityLab x2 (511 W Broadway), Central Library	• Provide opportunity for public to learn about the project, discuss draft goals, issues & opportunities through dialogue and mapping exercises, and complete survey in person or online	1000+
Deep Dive Workshops (x4) Three hour sessions • Dates: April 27 and 30, 2019 • Locations: CityLab x2 (511 W Broadway), Central Library x2	• Provide opportunity for public to discuss and brainstorm project hopes, fears, and ideas in greater depth, in facilitated small groups	~60
Walking Tour (x1) Two-hour Janes Walk • Dates: May 3, 2019 • Location: Walk across bridge	• Provide opportunity for public to learn more about the project, experience challenges first-hand, and share ideas and concerns on-site	23
Intercept Survey On-location survey of people walking across the bridge, conducted by Mustel Group • Dates: April 2019 (multiple days) • Location: on bridge	• Better understand who uses the bridge and why, perceptions of safety • Establish baseline data for potential post-construction evaluation	615
Phase 1 Survey • Dates: April 4 to May 10, 2019	• Provide opportunity for public to share how they use the bridge today, discuss challenges, comment on draft goals, and share specific ideas and concerns	4870 (Online) 170 (Paper)
Other Submissions • Dates: April 4 to May 24, 2019 • Format: Letters, 3-1-1, Emails	• Provide opportunity for public to share additional comments	57

Who We Heard From

Demographic information was collected in both the public survey and the Mustel intercept survey, giving staff a sense of who participated.

Phase 1 Open House survey

A total of 5,044 people responded to the public survey.

Self-reported postal code data indicated responses from across the city and region (see *Figure 1*):

- 28% of respondents live on the Downtown peninsula
- 61% live elsewhere in the City of Vancouver
- 6% live elsewhere in Metro Vancouver
- 5% live outside the Metro region

Respondents were more likely to identify as male (54%) than female (41%), with another 1% identifying as transgender or another gender identify, and 4% preferring not to say. A diverse range of ages was represented (see *Figure 1*). Future rounds of engagement will continue to include focussed efforts to reach under-represented groups.

Respondents reported broad experience in having previously crossed the bridge using a wide variety of travel modes (*see Figure 2*):

- 53% had walked on the bridge at least once (15% at least once a week)
- 23% had biked on the bridge at least once (5% at least once a week)
- 69% had taken transit on the bridge at least once (30% at least once a week)
- 84% had driven on the bridge at least once (47% at least once a week)

When asked about their main way of travel in everyday life, respondents reported a broad mix (see *Figure 2*):

- 24% walk as their main mode of travel
- 18% bike as their main mode of travel
- 24% take transit as their main mode of travel
- 31% drive as their main mode of travel
- 3% use other ways as their main way of getting around

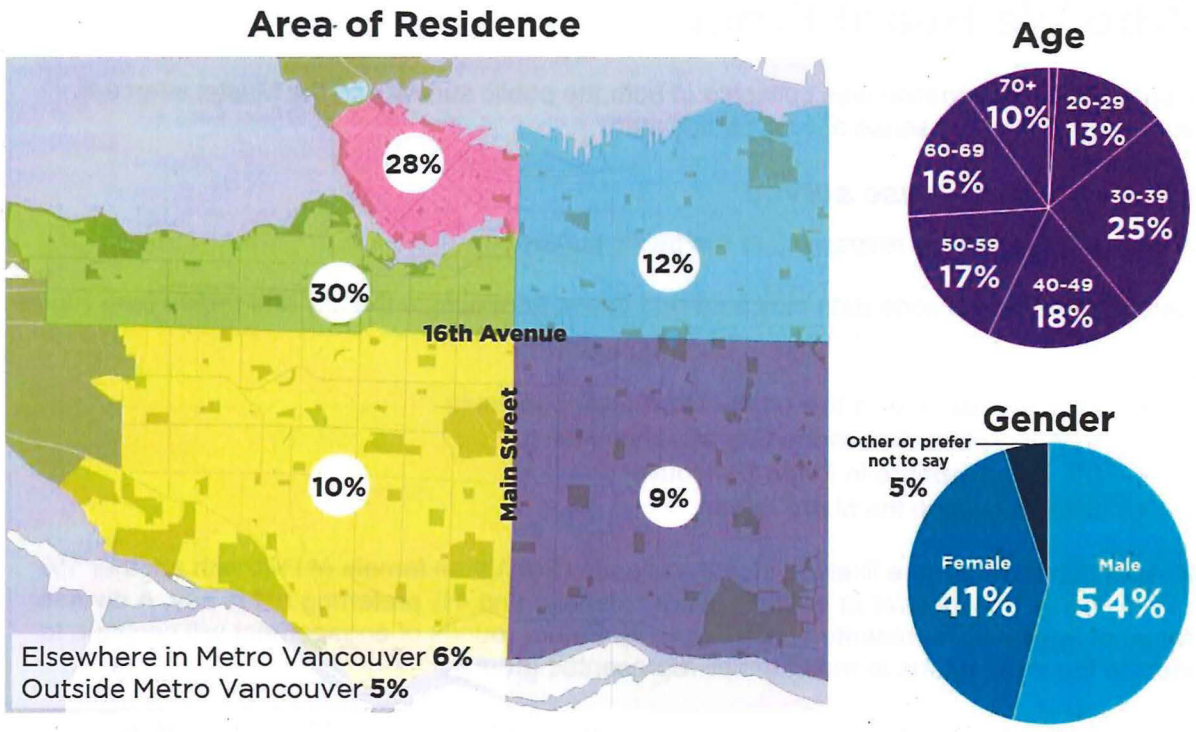

Figure 1. Phase 1 survey participants by area of residence, age, and gender. 5,044 total responses.

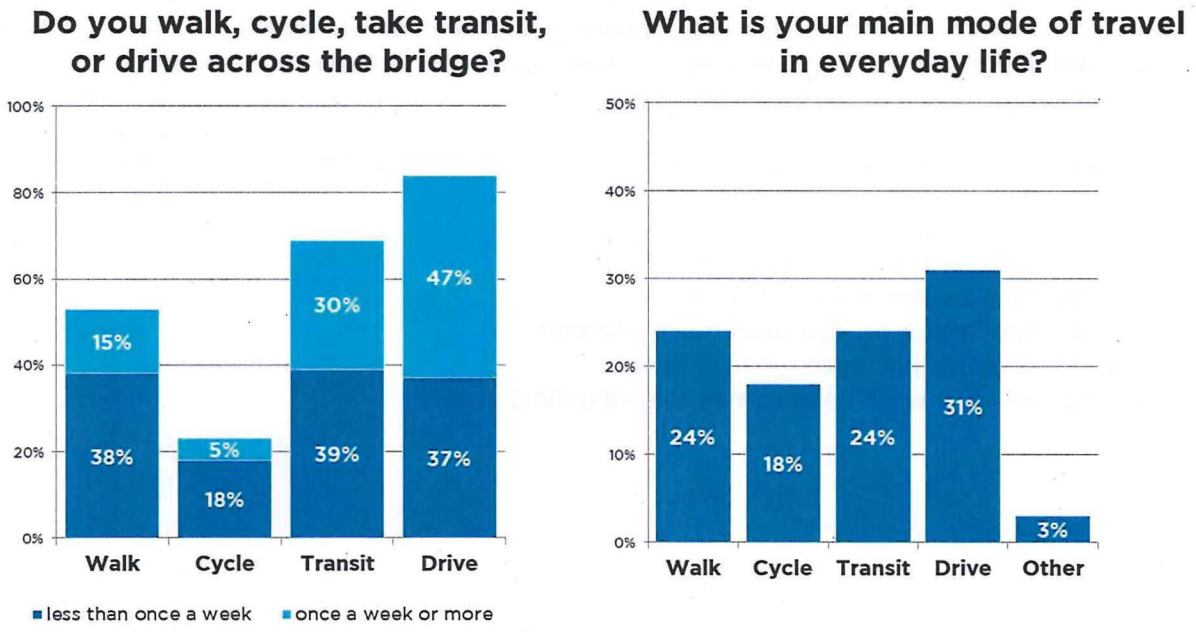

Figure 2. Phase 1 survey responses by experience using different modes of travel across the Granville Bridge and preferred mode of travel. 5,044 total responses.

Mustel Intercept Survey:

Mustel Group Market Research conducted an on-site intercept survey to better understand the behaviour and perspectives of people walking across the bridge. Of the 615 people intercepted, most reside within walking and/or biking distance of the bridge, while there was also a large contingent walking over the bridge who reside outside Metro Vancouver (see *Figure 3*). The survey methodology ensured a 50/50 gender split.

Given bridge conditions, it was deemed unsafe to intercept people cycling across the bridge. However, questions were asked of participants to get a sense of whether they cycled as a way to get around, and whether they sometimes cycled across the Granville Bridge in particular. Sixty two percent of those intercepted reported that they sometimes bike to get around, but only 11% had biked across the Granville Bridge in the past.

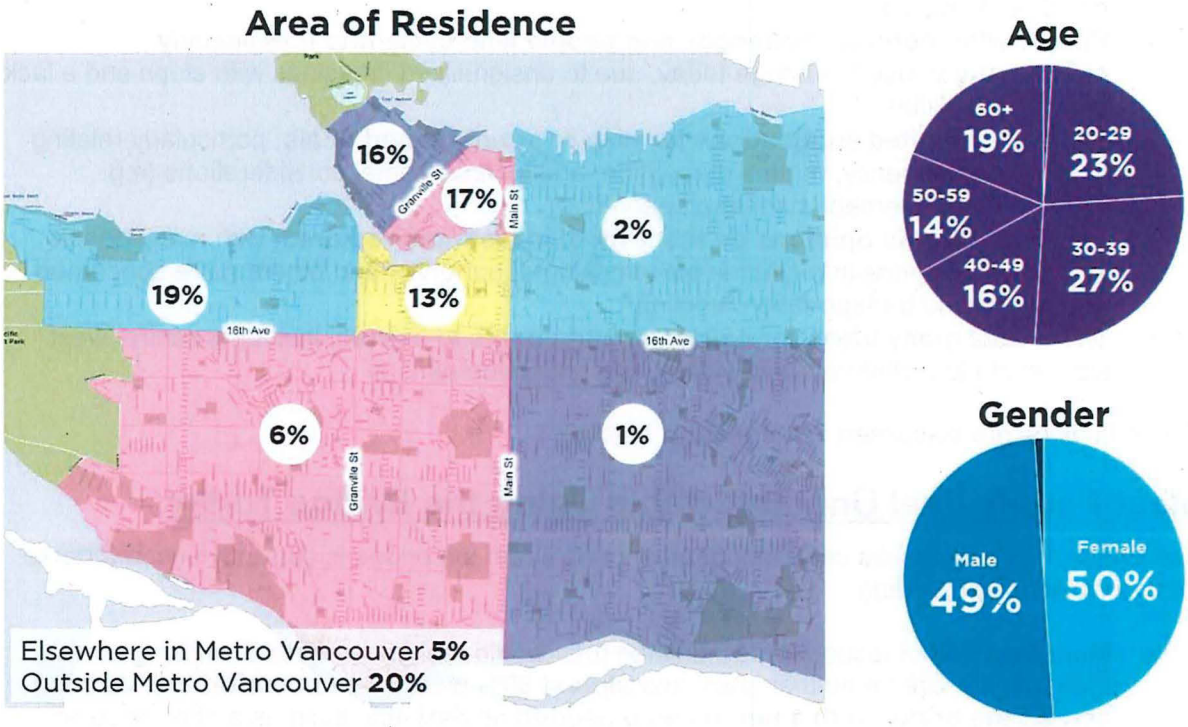

Figure 3. Intercept survey participants by area of residence, age, and gender. 615 total responses.

What We Heard

This section highlights key findings and themes from stakeholders and the general public.

Key Findings

- Most people currently do not feel comfortable walking or cycling across the bridge
- Many people avoid walking or biking across the bridge even when it would be the most direct route, indicating a latent demand for using the bridge
- There is **strong support for the project in general** from stakeholders and the general public
- There is general support for each of the draft goals, with many ideas for how the goals could be delivered
- **People with mobility challenges and people who cycle find it especially challenging** to use the bridge today, due to unsignalized crossings with steps and a lack of cycling facilities
- There were **limited suggestions for new or strengthened goals**, particularly relating to climate emergency, means prevention, and environmental considerations (e.g. rainwater management, habitat preservation)
- There are **diverse opinions on the level of investment required**, with many people interested in a once-in-a-lifetime placemaking opportunity, and others more concerned with safety and transportation function
- There were **many ideas for particular alignments** to explore, including centre, west side, east side, bilateral (both sides), and underside options

These findings are discussed in more detail below.

Most People Feel Uncomfortable Using the Bridge Today

The Phase 1 Survey results confirm that most people feel the bridge is currently uncomfortable for both walking and cycling:

- More than half of respondents indicated they would feel uncomfortable walking across the Granville Bridge on their own, and **almost 80% would be uncomfortable walking across the bridge with a person who needed assistance**, such as a child or senior (*Figure 4*).

- Almost 80% of respondents indicated they would feel uncomfortable cycling across the bridge on their own, and **almost 90% would be uncomfortable cycling across the bridge with someone who is less confident biking** (*Figure 5*).

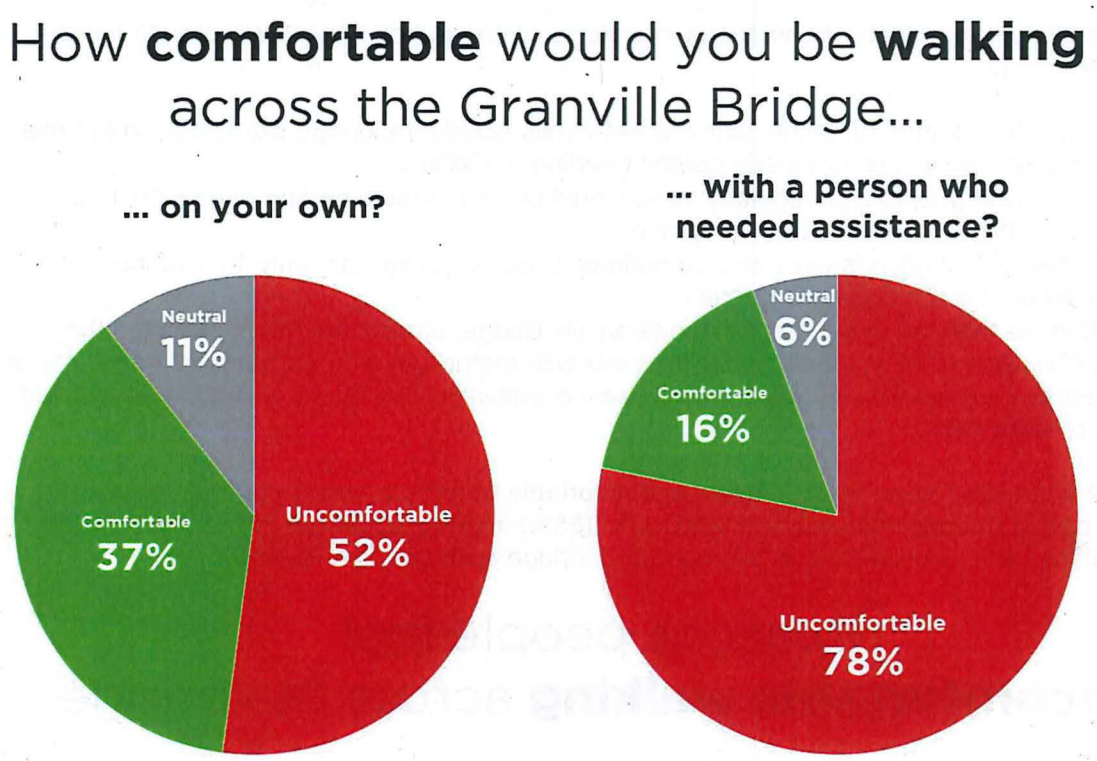

Figure 4. Level of comfort walking across the Granville Bridge, as reported by the 96% of survey responses from people who reported they sometimes travel by walking.

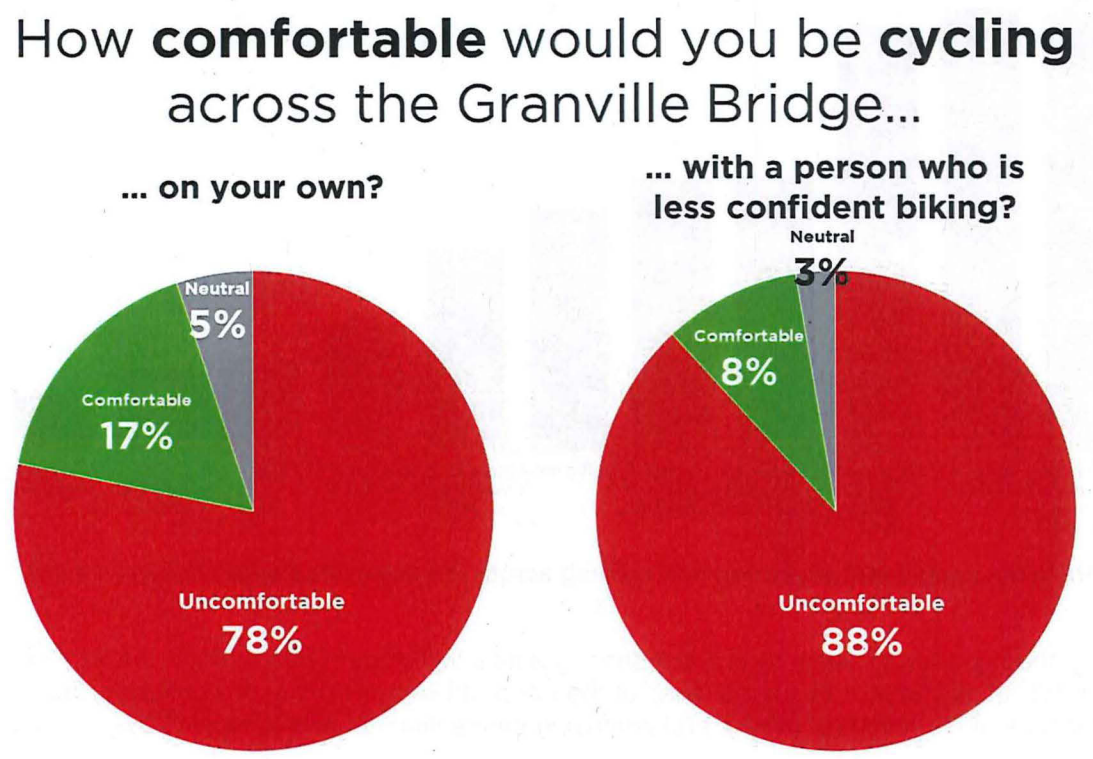

Figure 5. Level of comfort cycling across the Granville Bridge, as reported by the 80% of survey responses from people who reported they sometimes travel by bicycle.

These results are echoed by the intercept interviews conducted by Mustel with people walking across the bridge:

- Fewer than a third of people who currently walk across the bridge would be comfortable doing so with a child or elderly person needing assistance.
- Only 3% of people who regularly cycle would be comfortable cycling across the bridge with a child or someone new to cycling.
- Of the 62% of interviewees who sometimes cycle to get around, only 11% of them had biked across the Granville Bridge.
- Of those that had cycled across the Granville Bridge, almost two-thirds indicated they (64%) ride on the sidewalk rather than mix with motor traffic. In comparison, only 0.4% of people cycling on the Burrard Bridge use the sidewalk, with 99.6% using the designated protected path.

The most-often cited reasons people feel uncomfortable walking across the bridge include the lack of a barrier between the sidewalk and traffic (85%), narrow sidewalks (81%), high-speed motor traffic (78%), and confusing connections at bridge ends (50%) (*Figure 6*).

Figure 6. Reasons people feel uncomfortable walking across the Granville Bridge. Based on 3,669 responses.

For cycling, the top reasons were discomfort sharing a lane with motor traffic (87%), the lack of a bike lane (85%), discomfort changing lanes at the on- or off-ramps (70%), discomfort mixing with pedestrians of the sidewalk (68%), and confusing connections at bridge ends (50%) (*Figure 7*).

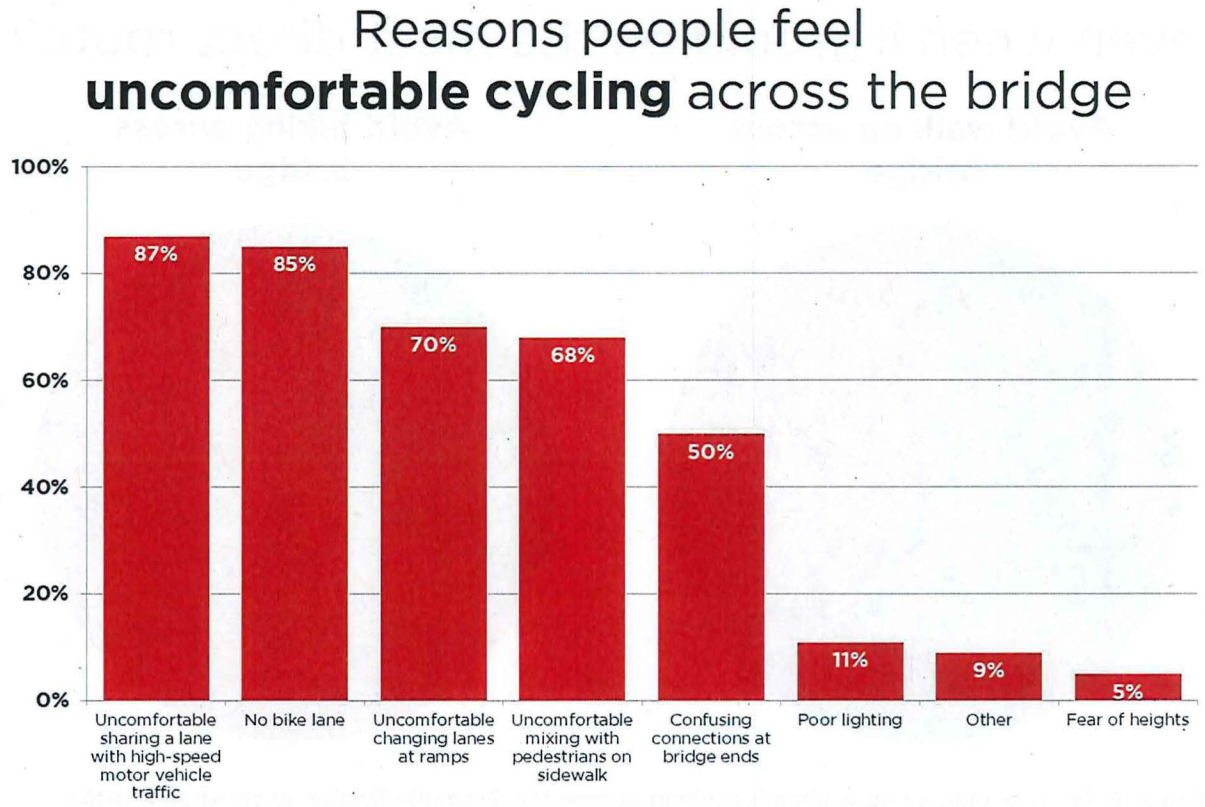

Figure 7. Reasons people feel uncomfortable cycling across the Granville Bridge. Based on 3,555 responses.

A Strong Latent Demand for Using the Bridge

Many people commented that they avoid walking (41%) or biking (69%) across the bridge, even when it would be the most direct route (*Figure 8*). This suggests there is a strong latent demand for using the bridge.

According to recent census data, in 2016 there were about 18,000 residents and 17,000 jobs within a 5-minute walk of the bridge, and about 90,000 residents and 125,000 jobs within a 5-minute bike ride. The large numbers of people and jobs in close proximity to the bridge, coupled with the high percentages of people reporting that they actively avoid using the bridge today, suggest the bridge would be very well-used by people living within this catchment area if it felt safer, more comfortable, and more convenient to walk or bike across.

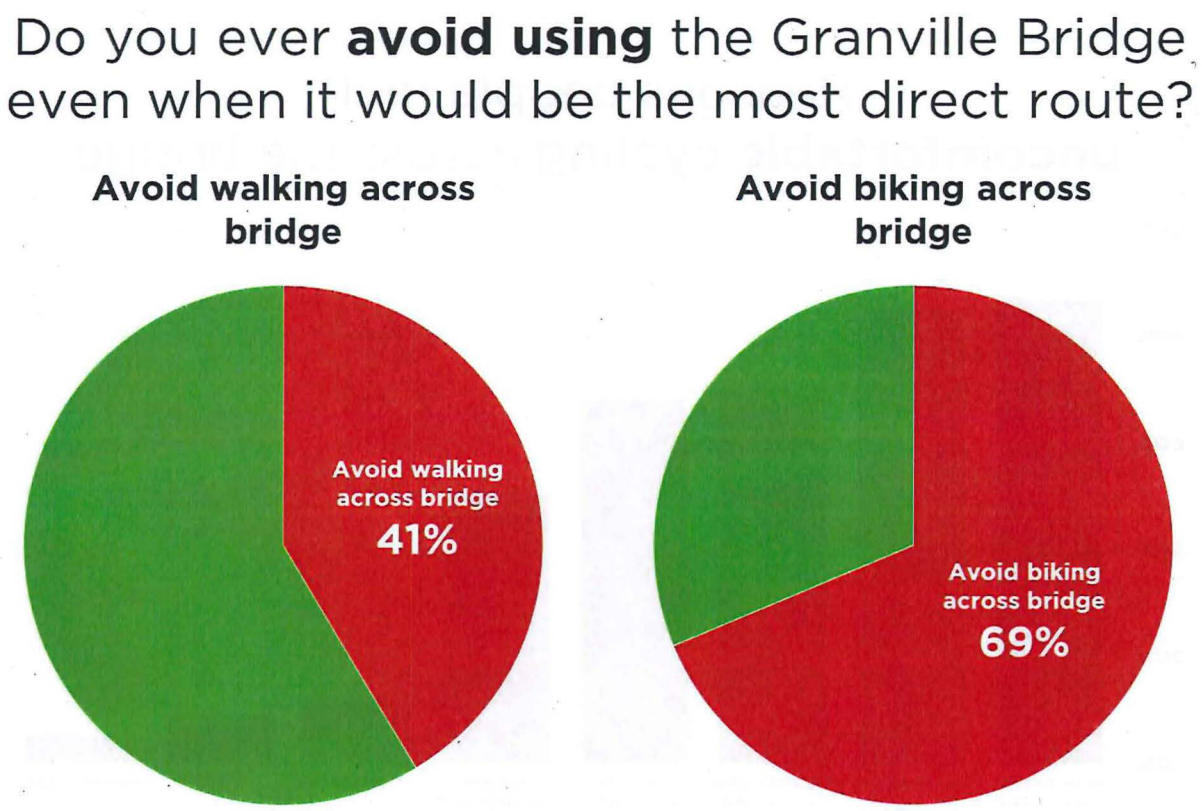

Figure 8. Many people avoid walking or biking across the Granville Bridge, even when it is the most direct route. Based on 4,912 responses from people who reported they sometimes walk to get around, and 4,106 responses from people who sometimes bike to get around, respectively.

Strong Support for Draft Goals Overall

In the first phase of engagement, the public was encouraged to review the draft goals of the project:

1. to make walking, rolling, and cycling across the bridge accessible, safe, and comfortable for all ages and abilities;
2. to provide direct and intuitive walking, rolling, and cycling connections to key destinations and the network;
3. to create a special place that provides an enjoyable experience for all;
4. to accommodate motor vehicles, considering the needs of transit, emergency services, and people driving; and
5. to design with the future in mind, considering related project and opportunities to coordinate work.

Each of the draft goals has a large measure of public support based on the 5044 responses to the survey (*Figure 9*):

- over **80%** feel it is somewhat or very important to **improve walking** on the bridge (9% not important);
- almost **70%** feel it is somewhat or very important to **improve cycling** on the bridge (20% not important);

- about **75%** feel it is somewhat or very important to **improve connections** to destinations (13% not important);
- about **65%** feel it is somewhat or very important to **create a special place** (21% not important);
- about **70%** feel it is somewhat or very important to **accommodate current traffic volumes** (12% not important);
- about **95%** feel it is somewhat or very important to **maintain reliable transit** (1% not important); and
- over **75%** feel it is somewhat or very important to **design with the future in mind**, considering potential related projects such as an elevator to Granville Island (11% not important).

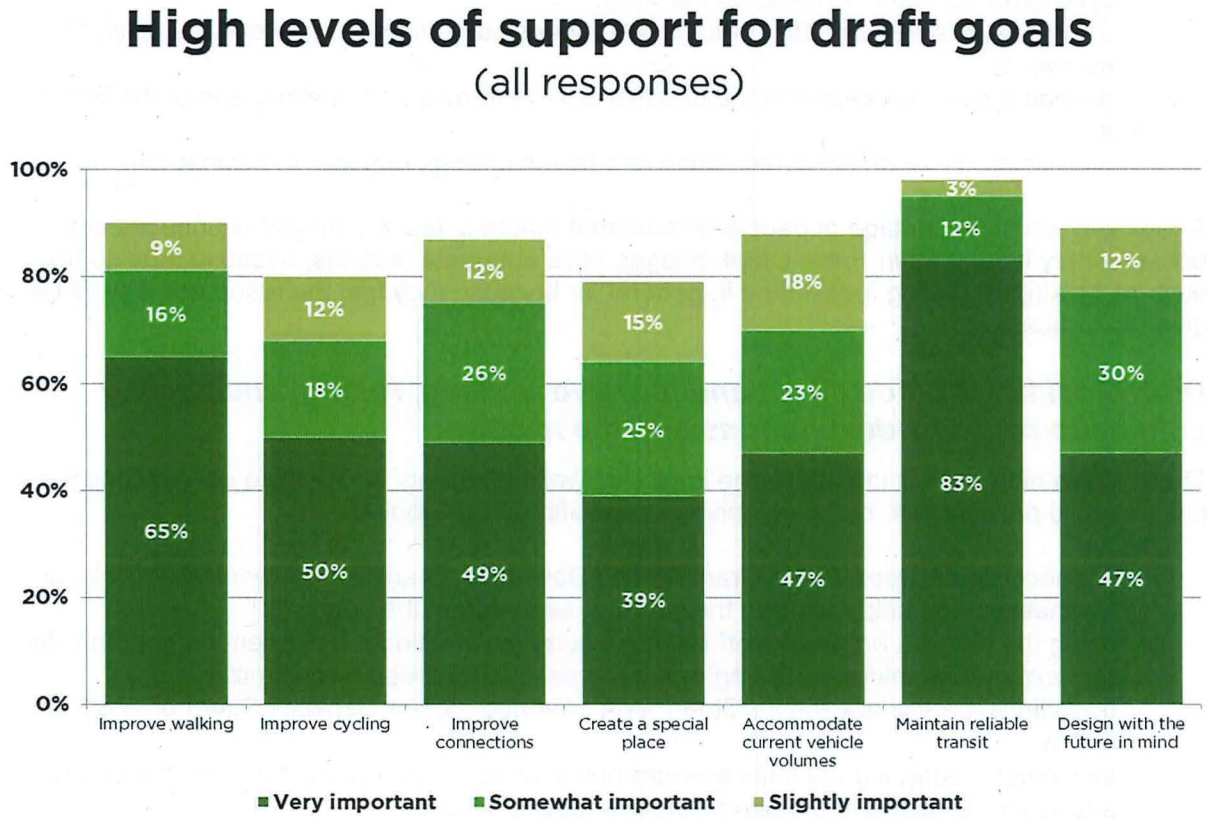

Figure 9. Survey responses indicate that each of the draft goals are somewhat to very important. Based on 5,044 total responses.

Detailed Comments and Ideas Relating to Particular Goals

The highlights below reflect comments and ideas heard in Phase 1 through surveys, public events, and stakeholder discussions.

Draft Goal #1: Make walking, rolling, and cycling accessible, safe, and comfortable for all ages and abilities

There was strong support for improved accessibility, walking, and cycling across the bridge, with many respondents underscoring the following specific aspects:

- separating road users by travel mode and speed (e.g. separate space for walking, slow cycling/rolling, faster cycling, and driving);
- using easy grades, smooth surfaces, and pedestrian ramps to ensure accessibility for everyone;
- providing safe crosswalks at the bridge's on- / off-ramps and at either end of the bridge; and
- minimizing the number of pedestrian and bike crossings required to navigate the bridge.

A relatively small percentage of people commented that they feel the project is unnecessary because they felt the other False Creek bridges have adequate facilities, because they do not support walking or cycling investment in general, or because they feel the resources should be diverted to housing.

Draft Goal #2: Provide direct and intuitive walking, rolling, and cycling connections to key destinations and the network

There was a high level of interest in the improved walking, rolling, and cycling connections the project could provide, with many respondents specifically mentioning:

- connections between South Granville and Downtown Granville that would benefit local businesses and help revitalize the street at each end of the bridge;
- using the bridge's on- and/or off-ramps to serve connections to different parts of the city and expand the bridge's walking or cycling catchment areas by minimizing grade transitions, particularly the Fir Street, W 4th Avenue, and/or Hemlock Street on- / off-ramps;
- excitement regarding potential elevator and staircase connections between the bridge and Granville Island, the Seawall, and Vancouver House;
- potential to expand transit capacity and reliability as the city becomes less car-dependent; and
- improved wayfinding, particularly on the south end of the bridge and surrounding vicinity where the on- and off-ramps result in confusing connections.

There was concern about how people would safely get to and from the bridge. For cycling, the need for new routes and connections was raised, including to the Arbutus Greenway, Drake Street, Broadway/10th Avenue corridor, and Seawall on both sides of False Creek.

Some respondents expressed interest in alternative ways to improve connectivity across False Creek, for example:

- adding the existing small ferry services to the Compass Card program or making them free; and

- building a separate walking and/or cycling bridge somewhere along False Creek, possibly a low-level bridge or one incorporated into future sea level rise protection.

There was interest in how the Granville St / Drake St and Granville St / W 5th Ave intersections would operate if rebuilt to connect people to and from the *Granville Bridge Connector*.

Draft Goal #3: Create a special place that provides an enjoyable experience for all

There were strong feelings by many that the bridge needs to be a special public space that is enjoyable to pass through and perhaps be a destination in its own right. Although this goal of place-making on the bridge was less supported relative to other goals, those who are interested in it feel very strongly. Specific ideas people mentioned included:

- providing benches and places to rest along the path;
- celebrating views, e.g. with lookout balconies at strategic locations;
- creating public space 'moments', urban 'rooms', or gathering spaces at strategic locations along the path (e.g. lookout balconies, pocket parks, pocket plazas);
- interactive or dynamic lighting, rain-activated art, or other artistic elements;
- creating an art or story walk to celebrate local artists and/or tell important stories or histories, e.g. history of False Creek, story of (de)colonialization, Indigenous art;
- providing opportunities for small retail or active transportation-powered food carts;
- providing for both fast and slow cycling, and ensuring people cycling can slow down or stop to engage in the public space elements;
- creating green space on the bridge, e.g. through trees, landscaping, planters, and/or green infrastructure;
- repurposing or rebuilding the Fir Street off-ramp to create a car-light or car-free "High Line experience" (inspired by New York City's High Line) that would also provide relatively flat active transportation connections to and from Central Broadway;
- making the bridge an iconic landmark from a distance, e.g. through lit or sculptural elements along the path, an iconic elevator or observation tower, and/or transforming the bridge into a green park;
- creating gateways at either end of the bridge to announce the Downtown Granville entertainment district and South Granville shopping district;
- installing whimsical elements or attractions, e.g. bungee jumping, Ferris wheel, slide, "Granville Grind" staircase hike; and
- amenities such as recycling stations, washrooms, and safety phones.

There was interest in slowing motor vehicle traffic, e.g. through regulation, enforcement, and design (e.g. narrower lanes, new crossings with signals, chicanes or curves in lanes).

Some people who were less supportive of this goal noted that the city has many great public spaces already, suggesting that the focus of the bridge should be transportation. Others voiced concerns that creating a special place would be challenging given motor vehicle noise and emissions.

Some made the point that the majority of people crossing the bridge will still be in transit or private vehicles, and their experience is important too.

Draft Goal #4: Accommodate motor vehicles, considering the needs of transit, emergency services, and people driving.

There was almost universal support for maintaining or improving transit, with ideas including:

- improving reliability with dedicated bus lanes or "queue jumpers" at strategic locations, if traffic data suggests this is needed;
- considering whether the future Arbutus LRT or other light rail could be extended across the bridge;
- providing good walking and cycling connections to the future rapid transit station at Granville-Broadway;
- being able to accommodate a transit stop on the bridge, should a Granville Island elevator proceed; and
- improving ferry service across False Creek, e.g. by incorporating it into the Compass Card system.

There was a diversity of opinions regarding general motor traffic, with:

- a recognition that the bridge provides for important regional movement between the North Shore and Richmond, including the YVR international airport;
- some people concerned about maintaining car-movement capacity through the intersections;
- some people concerned about maintaining particular movements, e.g. noting that the Fir off-ramp is currently the only way for southbound car traffic to turn east onto Broadway; and
- others hoping the project could support a more car-free or "car-light" future on the bridge and in the downtown, particularly in the long term.

Draft Goal #5: Design with the future in mind, considering related project and opportunities to coordinate work.

This goal was intended to raise awareness about on-going and potential nearby projects. Staff specifically referenced:

- the future replacement of the Granville loops to and from Pacific Street with a street grid;
- a potential elevator and staircase to Granville Island and the Seawall, served by an intersection and bus stops on the bridge deck;
- a future park at W 6 Ave and Fir Street;
- a future SkyTrain Station at Granville and Broadway; and
- bridge rehabilitation and seismic upgrades to keep the structure safe and in good condition.

There was a very high level of excitement for a future elevator and staircase to Granville Island, and also some interest in the other projects that were noted.

Additional items brought up by the public included:

- future land use and how the project might respond to or influence development and design in the area;
- possible replacement of the southbound to eastbound off-ramp to W 4th Ave combined with a reconfiguration of W 5th Avenue, with nearby residents discussing whether the

adjacent green space could become a park or developed into a northward extension of the South Granville retail district;
- potential to repurpose or remove portions of on- or off-ramps to improve active transportation connections or to free up space for other city objectives; and
- potential to further transform the bridge in the future as public interests and opportunities evolve, e.g. by reallocating additional general-purpose travel lanes to provide dedicated bus lanes or light rail service across the bridge.

Some suggested that bolder moves are needed in the face of a climate emergency, and that the City should build on this project, perhaps by making the bridge, Downtown Granville Street, and/or the entire downtown car-free.

Other Emergent Themes

Level of Investment

There was a diversity of opinions regarding the level of investment required:

- many people were excited by the potential to transform the bridge into a unique and iconic place, with some noting this should be considered an investment rather than an expense as it could increase tourism and boost local businesses;
- other respondents wanted to only spend as much as necessary to meet core transportation, accessibility, and safety objectives;
- some people wondered whether portions of on- or off-ramps could be removed to free up space which could then be developed to fund this project and support other city objectives; and
- some suggested that the project could be phased, with basic and more functional elements introduced first, leaving room for enhancements for later.

Means Prevention

The public generally recognized that means prevention features that help deter people from self-harm will be an essential component of the project, and there was a desire to understand how it would impact views and the quality of the experience for different design concepts.

Missing Goals

When prompted as to whether any goals were missing or required special attention, approximately 75% of respondents did not have anything to add.

Approximately 20% of survey respondents provided comments relating to:

- specific details as to *how* the City should go about achieving a goal, e.g. how to improve safety or accessibility;
- divergent opinions on what extent to accommodate motor vehicles, ranging from 'build a freeway to connect to the bridge' to 'make the downtown car-free';
- divergent opinions regarding the importance of placemaking and an appropriate level of investment; and
- general feelings of support or non-support for the project.

Approximately 5% of comments reflected issues not covered in the draft goals. Key themes centred around:

- supporting climate emergency targets and using the project as a catalyst towards a more car-free future;
- protecting for potential future additions, (e.g. relating to enhanced sustainable transportation or placemaking);
- environmental concerns (e.g. considering rainwater management, protecting nesting cormorant habitat);
- considering ways to mitigate traffic impacts on neighbouring residents (e.g. reducing traffic noise); and
- incorporating means prevention (i.e. deterring self-harm) while retaining views.

Big Ideas

As part of the first phase of public engagement, people were encouraged to share their ideas for the project. Through this, staff received a wide range of ideas to explore as a part of the second phase of engagement.

Ideas for a Granville Bridge Connector Aligned Down the Centre of the Bridge Deck

Many people were familiar with the idea of a raised centre path aligned down the middle of the bridge given material previously communicated in the Transportation 2040 Plan and City staff's January 2019 Council report on the project.

People commenting on this design approach felt it could be a comfortable and enjoyable experience by elevating the path to provide views and a sense of separation from traffic. Many people raised questions about where and how pedestrians and people biking would get on and off the bridge, either at intersections or using elevators or staircases. While many people expressed excitement about the idea, some expressed nervousness that this approach would make the experience of walking, rolling or cycling across the bridge unpleasant due to traffic on both sides of the path. Others were concerned that a centre path might leave safety issues at the on- / off-ramp crosswalks unaddressed, and/or that the City would prohibit access to the existing sidewalks.

Some members of the public had ideas on how to enhance this concept:

- elevate the *Connector* as much as possible to maximize the views and further buffer people walking, rolling, and cycling from traffic, without making it too steep;
- elevate the *Connector* enough to widen it out such that it spans above traffic to create additional public space for public amenities and improved views;
- widen the *Connector* such that it occupies more than two travel lanes to create more public space; or
- use the space occupied by the existing sidewalks for general purpose travel lanes to create more room for a wider *Connector* down the middle of the bridge deck.

Ideas for a Granville Bridge Connector on One Side of the Bridge

Many people indicated that a *Connector* on one side of the bridge deck was an exciting concept for them since it would mean vehicle traffic is only passing on one side of the path, with some adding that a one-sided path could be made wider than a centre option by taking advantage of using the space currently occupied by the existing sidewalk. Many people were particularly excited about the west side for the excellent views it would offer toward the mountains, English Bay, and Burrard Bridge.

A number of people commented on the possibility of a *Connector* on the side of the bridge being better able to connect to new staircases or elevators to key locations below the bridge (e.g. south Seawall or Vancouver House), or the possibility of providing additional walking and/or cycling connections on the W 4th and/or Fir off-ramps. Many people highlighted that using the Fir off-ramp to connect Central Broadway / W 10th Ave would be particularly attractive for cycling due to the relatively flat grades. Some went further, expressing ideas to repurpose or rebuild some or all of the on- / off-ramps to create better public spaces, while also enhancing connections, or even freeing up space for redevelopment. Some who were in favour of installing a *Connector* on the east side of the bridge similarly mentioned interest in providing a better pedestrian or cycling environment on the Hemlock on-ramp.

Ideas that Include a Granville Bridge Connector on Both Sides of the Bridge

Some people brought up alignment ideas with paths on both sides of the bridge, similar to the Burrard Bridge. People interested in these ideas frequently cited the Burrard Bridge design and the potential for people to enjoy the views on both sides of the bridge, or the possibility of using each of the south on- / off-ramps (i.e. Fir and Hemlock ramps) for additional connectivity.

In promoting this concept, some people brought up the idea of using this design approach to avoid on- / off-ramp crosswalks altogether by running the *Connector* down the on- / off-ramps instead of crossing the ramps to connect South Granville St to Downtown Granville St.

Ideas that Involve Building a New Structure for the Granville Bridge Connector

Many people expressed interest in a Granville Bridge *Connector* that does not use the bridge deck at all, but would instead be suspended underneath, perhaps hanging off the existing structure. Those interested in this idea felt it could create a unique experience that is fully weather-protected and separated from motor vehicles without impacting motor vehicle capacity or flow and offering flatter grades. Somewhat related, some suggested they would like to see a completely separate walking and/or biking bridge (i.e. not attached to the Granville Bridge), expressing that it might offer a more direct Seawall-to-Seawall connection.

Other Granville Bridge Connector Ideas

A range of other ideas were also brought up, including:

- combining some of the above ideas by installing pedestrian space down the centre of the bridge to establish a pedestrian link between Downtown Granville to South Granville, while creating space for cycling on the side of the bridge, or vice versa;
- building a separate pedestrian-only bridge while reallocating space on the bridge deck for cycling;
- pedestrian space on one side of the bridge and cycling space on the other;

- improving local ferry service as an attractive and cost-effective option connecting the north False Creek to south False Creek Seawall; and
- clear tubeways or tunnels underneath False Creek.

Staff are carefully considering these ideas as they develop a shortlist of options for Phase 2 engagement.

Appendix B
Proposed Method for Evaluating Design Options

Based on the revised project goals described in the memo, design concepts will be shortlisted and assessed through a two-step process:

1. A **high-level screening** of a long list of design concepts.

   Baseline Criteria:

   All shortlisted design concepts must meet the following baseline criteria:

   - The Granville Bridge must provide an **accessible** walking and rolling option for people with disabilities
   - The Granville Bridge must provide a **safe** environment for all modes of transportation
   - The Granville Bridge must maintain **reliable transit**
   - The Granville Bridge must integrate **means prevention** to deter self-harm
   - The Granville Bridge must incorporate **rainwater management** and accommodations for **wildlife**.

2. A **multiple account evaluation** of all shortlisted options, based on a set of evaluation criteria derived from the project goals.

   Evaluation Criteria:

   All shortlisted *Granville Bridge Connector* design concepts will be evaluated on their ability to:

   a. Provide comfortable walking and rolling
   b. Provide comfortable cycling
   c. Provide direct and intuitive walking and rolling connections to key destinations and the broader public realm
   d. Provide direct and intuitive cycling connections to key destinations and the sustainable transportation network
   e. Create a special and inclusive place that provides an enjoyable experience for all
   f. Support reliable transit service
   g. Address personal security and safety
   h. Accommodate current motor vehicle volumes, considering the bridge's role in the regional road network
   i. Integrate with potential future projects, including flexibility to adapt as the city grows
   j. Deliver a cost-effective solution
   k. Coordinate with adjacent projects