

From: "Johnston, Sadhu" <Sadhu.Johnston@vancouver.ca>

To: "Direct to Mayor and Council - DL"

CC: "City Manager's Correspondence Group - DL"
Cheryl" <Cheryl.Nelms@vancouver.ca>

Date: 10/15/2019 5:32:03 PM

Subject: Memo - Mount Pleasant Industrial Area Transportation Strategy - RTS 12883

Attachments: ENG - Memo to Mayor Council - Mount Pleasant Industrial Area Transporta....pdf

Dear Mayor and Council,

Please see the attached memo from Cheryl Nelms regarding Mount Pleasant Industrial Area Transportation Strategy RTS #12883. A short summary of the memo is as follows:

- ☐ This memo is providing an update on the transportation strategy for the Mount Pleasant Industrial Area.
- ☐ Public and Stakeholder engagement took place in 2018 and 2019 to inform the strategy.
- ☐ Walking and cycling upgrades are recommended through the neighborhood to provide improved accessibility and connections to neighbourhood amenities.
- ☐ Vehicle access and transit priority recommendations will maintain mobility through the neighborhood and improve people moving capacity along Main Street.

If you have any questions, please feel free to contact Cheryl Nelms at 604-873-7348 or cheryl.nelms@vancouver.ca

Best,
Sadhu

Sadhu Aufochs Johnston | City Manager
Office of the City Manager | City of Vancouver
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Pronouns: he, him, his



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

MEMORANDUM

October 10, 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 of Transportation

FROM: Cheryl Nelms
Acting General Manager, Engineering Services

SUBJECT: Mount Pleasant Industrial Area Transportation Strategy, RTS #12883

This memo provides an update on the transportation strategy for the Mount Pleasant Industrial Area in support of job growth and improved access to the neighbourhood (a summary of the strategy can be found in Appendix A).

Background

In 2013, Council approved changes to the industrial I-1 zone in the Mount Pleasant Industrial Area to support job growth by encouraging office in addition to light industrial uses. At the same time, Council directed staff to report back with a Transportation and Parking Strategy for the Mount Pleasant Industrial area to support the ability to add jobs and in anticipation of future enhancements to rapid transit in the area. As part of the transportation strategy, Council also directed staff to study potential improvements to the Main Street, Kingsway, and 7th Avenue intersection to facilitate east/west pedestrian and cyclist



Figure 1: Boundaries of the I-1 industrial zone which includes the I-1A and I-1B districts updated in 2017

movements and simplify vehicular movements in the Mount Pleasant area.

Current projections suggest that employment and population will grow by 88 percent (from 3,200 to 6,000) and 21 per cent (from 13,000 to 15,800) respectively from 2011 to 2045 in the area generally bounded by 2nd Avenue, Brunswick Street, Broadway and Cambie Street.

Improving walking, cycling and transit connections is important to support this growth, which needs to be balanced with vehicle and goods movement access to support day-to-day industrial operations.

In 2018, a parking strategy for this neighbourhood was approved by Council and included initiatives to facilitate new development by reducing off-street parking requirements through payment-in-lieu, and to make more efficient use of on-street curbspace. At this time staff committed to developing a transportation strategy with network recommendations for the entire Mount Pleasant Industrial Area, and to report back to Council in 2019.

Public and Stakeholder Engagement – Transportation Strategy

Local stakeholders and the public were engaged throughout the development of the strategy (details of the engagement can be found in Appendix B).

Most recently in April, staff met with stakeholders and the public to gather feedback on the recommended strategy. This was in addition to engagement that occurred as part of the Broadway Plan Open House that was held in March 2019. Feedback was received in-person, electronically and through a questionnaire. Results from this engagement showed general support for the recommendations and provided useful considerations for future detailed design and implementation work (a summary of results can be found in Appendix C).

Strategy and Next Steps

The transportation strategy was informed by technical analysis, a review of existing policies and plans, and feedback from stakeholders and the public. This strategy will inform transportation decisions in the area over the next 30 years.

Walking and Cycling

- Priority upgrades for walking and cycling are recommended on several streets that improve walking and cycling conditions while also providing key connections to neighbourhood amenities, such as the Mt Pleasant Community Centre, parks, and to the wider active transportation network. In addition, new signals and pedestrian crossings are recommended along Main Street to improve east-west connectivity which was identified as a challenge for the neighbourhood.

Vehicle Access and Transit Priority

- To maintain vehicle access and help preserve other local streets for walking and cycling, 7th Avenue will continue to serve as a continuous east-west major access street for motor vehicles and Manitoba will provide the same function in the north-south direction.
- Bus priority will be explored on Main Street north of 7th Avenue as it represents an important opportunity to improve transit service in anticipation of the Broadway Subway given the role that it currently plays in moving people along Main Street (see Appendix D for figures).

Timing for implementation of these improvements is still to be determined and will be evaluated against other City transportation priorities. This transportation strategy will inform and provide a basis for ongoing planning work for the Broadway Plan and Civic/Health Precinct.

Should you require further information, please do not hesitate to contact me at 604.873.7348 or cheryl.nelms@vancouver.ca.

Additional information is available online at <https://vancouver.ca/home-property-development/mount-pleasant-industrial-area.aspx>

Sincerely,

A handwritten signature in black ink, appearing to read 'Cheryl Nelms', written in a cursive style.

Cheryl Nelms, P.Eng., PhD
Acting General Manager, Engineering Services

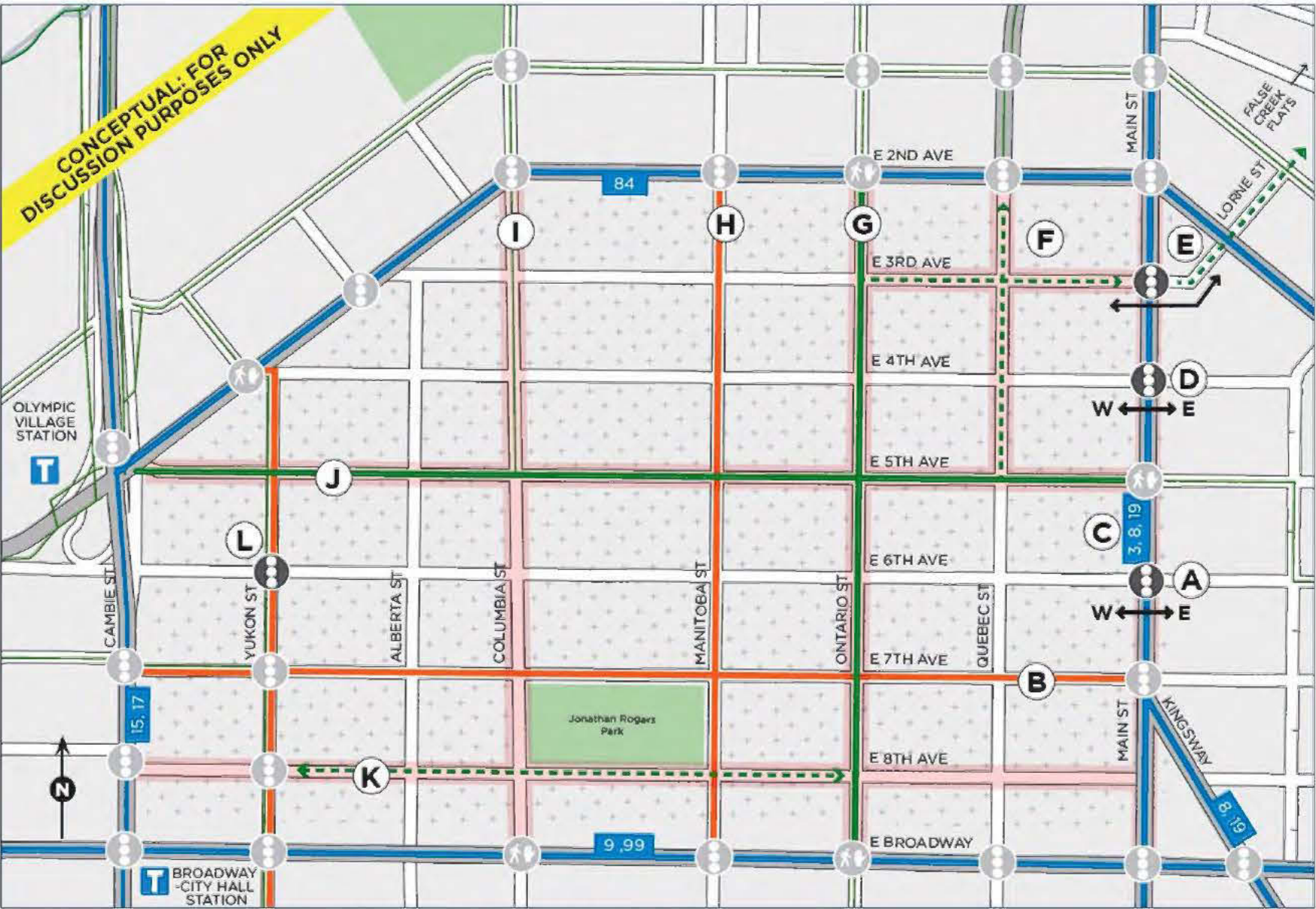
604.873.7348 | cheryl.nelms@vancouver.ca

Appendix A | Transportation Strategy

- A** New signal and pedestrian crossing to improve to improve east-west connectivity
Note: After conducting thorough investigation, it was determined that the signal at E 6th Ave. will move forward instead of the crosswalk at E 7th Ave.
- B** Maintain vehicular movement through the intersection of Main St., Kingsway, and E 7th Ave., and retain 7th Ave. for vehicular access on 7th Ave. to support goods movement
- C** Explore improvements to transit and bus service such as transit priority measures, dedicated bus lanes, and bus stop amenities
- D** New signal and pedestrian crossing to improve east-west connectivity
- E** New cycling route, signal and pedestrian crossing to connect the Mount Pleasant Industrial Area to False Creek Flats (through Lorne St. and the new Station St.)
- F** New cycling route to support additional density in the I-1A and I-1B zones*
- G** Upgrade existing walking and cycling routes to AAA standards** to improve connectivity with Southeast False Creek
- H** Preserve Manitoba St. for vehicle and goods movement access
- I** Maintain existing cycling route and prioritize walking improvements on Columbia St. (to connect the Seawall, Jonathan Rogers Park and Broadway)
- J** Upgrade walking and cycling route to AAA standards**
- K** Explore a new walking and cycling route to provide east-west connectivity and improve access to Broadway
- L** New signal and crossing approved as part of a development application (*currently pending design and implementation)

*I-1A / I-1B zones are Council approved changes to some industrial districts to allow for more general office and mixed-use. The purpose of these zones was to allow more potential jobs in the area and more business flexibility and expansion.

** "AAA cycling route" refers to the City's vision to make cycling safe and accessible to all ages and abilities. It is important to note that AAA designation can refer to both separated bike lanes, AND local streets with slower motor vehicle speed limits and lower traffic volumes.



VEHICLE AND TRANSIT ACCESS

- Continuous Vehicle Access Street
- Arterial Street
- Bus Route
- Canada Line Station

WALKING AND CYCLING

- Local Street With Existing Walking Route
- Priority Improvements for Walking Routes
- Existing Signal and Crossing
- Future Signal and Crossing
- Existing Cycling Route
- Upgraded AAA Cycling Route**
- New Cycling Route

Appendix B | History of Public and Stakeholder Engagement

October 2016

Two community open houses to seek feedback on I-1A and I-1B land use proposal and potential transportation scenarios:

- 2,282 notifications were distributed within the neighbouring area
- Approximately 392 people were in attendance
- 75% of responses supported or were neutral towards AAA cycling lanes on Quebec St and associated public realm improvements

December 2016

Report to Council on zoning changes and potential transportation changes, staff agree to continue engagement on possible changes to the transportation network and parking

April and May 2018

Presentations to Active Transportation and Policy Council and Transportation 2040 Stakeholder Group on recommended parking strategy and proposed transportation strategy

May 2018

Approval by Council of the recommended parking strategy and update provided to Council on a proposed transportation strategy

March 2019

Initial community conversations about the recommended transportation strategy at four public open houses for the Broadway Plan

April 2019

Two meetings with area stakeholders: the Mount Pleasant BIA and Mount Pleasant Community Centre

April 2019

Open house and questionnaire to seek feedback from the community on the recommended transportation strategy:

- 7,775 notifications were distributed within the neighbouring area to residents and businesses
- Approximately 120 people were in attendance at the open house on April 11, 2019
- At least 75% of responses supported or were neutral towards each individual recommendation proposed as part of the transportation strategy

Appendix C | Public Engagement Summary

1. Introduction

On April 11th, 2019, the City of Vancouver hosted a public open house at Kingsgate Mall in the Mount Pleasant neighbourhood to provide information and gather public feedback on the long-range transportation strategy for the Mount Pleasant Industrial Area. Approximately 120 people attended the event.

To notify stakeholders of the open house, notification letters were sent out to residents and business owners in and around the area. Additionally, the event was promoted on the City of Vancouver's Twitter and Facebook accounts.

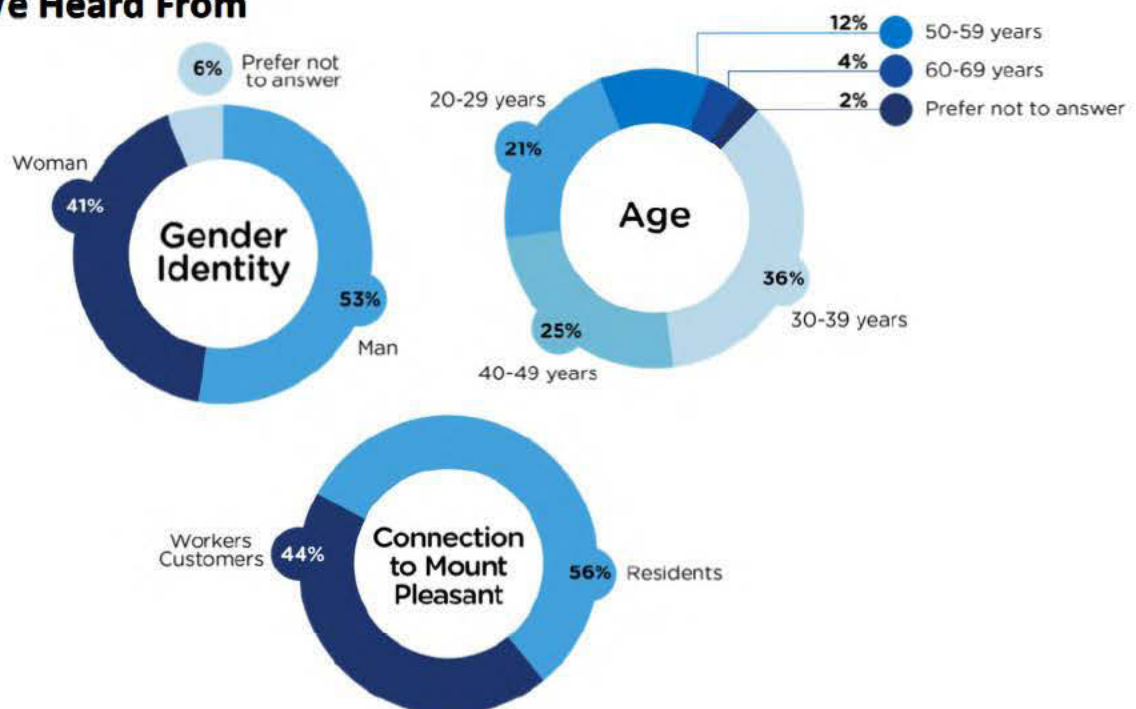
At the open house, engagement boards with project information, supporting policy context, and proposed recommendations were displayed. Staff also used the event as an educational/promotional opportunity to present general transportation information such as visibility and safety tips, All Ages and Abilities (AAA) cycling design guidelines, and the Bicycle Route Map and Guide.

To collect feedback, printed survey forms were available to attendees and staff were on hand to answer questions. To provide additional avenues for participation, comment forms were also made available in the form of online surveys on the project website. The online surveys were open to the public from April 11th to April 25th, 2019, which allowed for a two-week window for people to provide feedback.

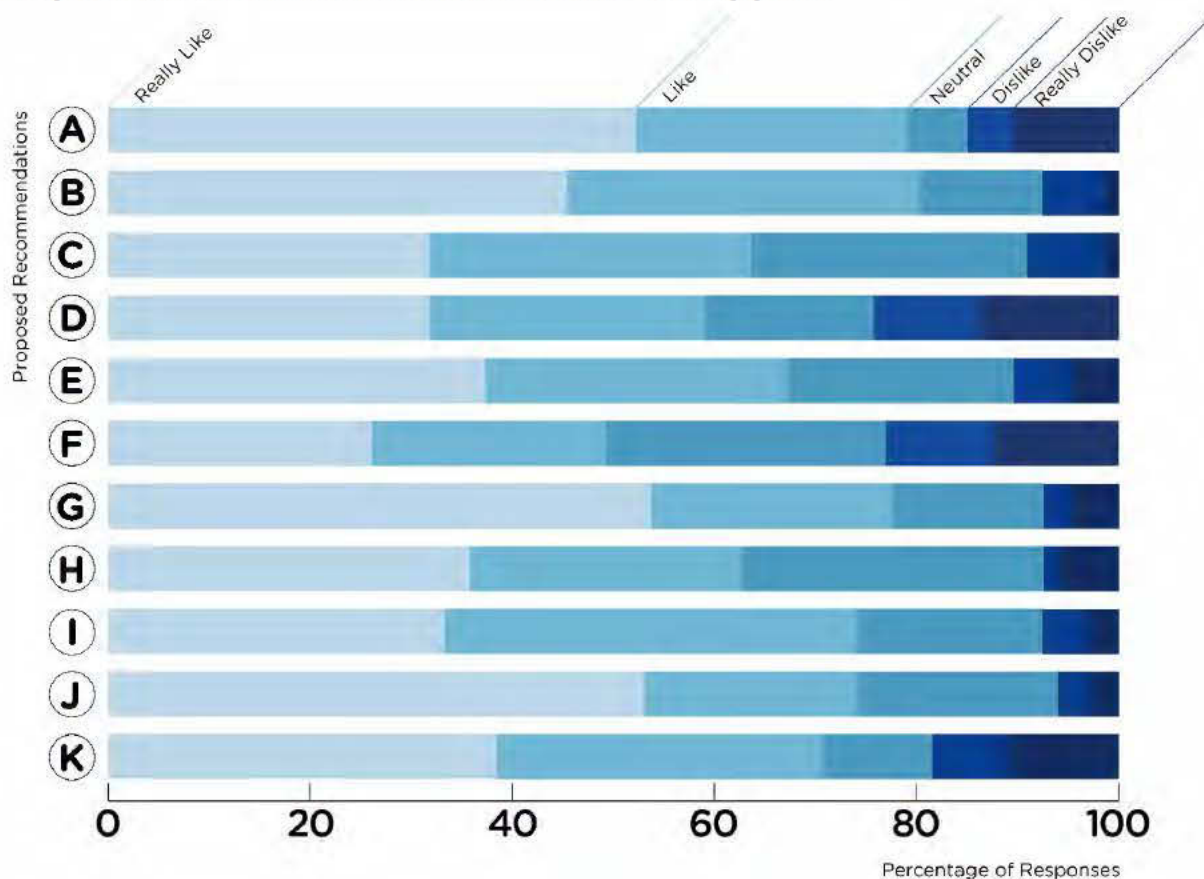
The purpose of collecting public feedback was to test support for the proposed transportation recommendations in the project area, and assist staff with a better understanding of existing local transportation-related issues through the lens of the everyday user.

The information compiled in this engagement summary is informed by feedback from in-person survey forms, email correspondence with members of the public, and the results of the online survey data. A total of 70 feedback forms were received, which altogether informed Section 4: Key Qualitative Themes of this document.

2. Who We Heard From



3. Proposed Recommendations: Levels of Support



- A** New signal and pedestrian crossing on 6th Ave and Main St to improve east-west connectivity
- B** Maintain vehicular movement through the intersection of Main St, Kingsway and E 7th Ave, and retain vehicle access on 7th Ave to support goods movement
- C** Explore improvements to transit and bus service such as transit priority measures, dedicated bus lanes, and bus stop amenities
- D** New signal and pedestrian crossing on 4th Ave and Main St to improve east-west connectivity
- E** New cycling route, signal and pedestrian crossing on 3rd Ave and Main St to connect the MPIA to False Creek Flats (through Lorne St and the new Station St)
- F** New cycling routes on Quebec St and 3rd Ave to support additional density in the new I-1A and I-1B zones
- G** Upgrade existing walking and cycling routes on Ontario St to AAA standards to improve connectivity to Southeast False Creek and beyond
- H** Preserve Manitoba St for vehicle and goods movement access
- I** Maintain existing cycling route and prioritize walking improvements on Columbia St (connect seawall, Jonathan Rogers Park, Broadway)
- J** Upgrade 5th Ave to AAA walking and cycling standards
- K** Explore new walking and cycling route on 8th Ave to provide east-west connectivity and improve access to Broadway

In total, 70 feedback forms were received. Respondents reviewed each proposed recommendation and recorded their levels of support ranging from “really like” to “really dislike”. All proposed recommendations received 75% or more combined “really like”, “like”, and “neutral” support.

4. Key Qualitative Themes

- 1: Main Street Congestion and Impacts
- 2: Safety, Visibility and Comfort for Pedestrians and Cyclists
- 3: Improve Walking and Cycling Connectivity to Key Destinations
- 4: Prioritize the Transportation Needs of Local Users

4.1 Main Street Congestion and Surrounding Impacts

What We Heard

- Many respondents felt that existing congestion is a major issue in the area, particularly on Main Street, from 2nd Avenue to Broadway. Many people noted the negative aggregate impacts of congestion spilling over onto the west side of Main Street (in the industrial area), as well as the east side (in the residential area).
- In particular, many respondents identified 8th Avenue and Quebec Street as shortcutting routes for drivers looking to bypass Main Street traffic, which have added to their concerns around speeding and pedestrian and cyclist safety within the Mount Pleasant Industrial Area.
- While there was general support for increasing east-west connectivity by adding traffic lights and crossings across Main Street, many respondents also worry how these additions might compound or add to existing traffic congestion for both vehicles and buses. Coordinated lights (e.g. “smart signals”) were identified by respondents as one potential design option to manage traffic.

4.2 Safety, Visibility and Comfort for Pedestrians and Cyclists

What We Heard

- The 8th Avenue block bounded by Quebec Street and Main Street, including the intersection of 8th Avenue/Quebec Street, was heavily cited as having speeding vehicles, poor lighting, unclear crossing markings, and obscured sightlines (from parking and the slope). The area is also close to the Sarah McLachlan School of Music and the Goh Ballet Academy, which people observe bring in foot traffic and families.
- More general to the intersections throughout the industrial area, respondents felt that improved visibility, clear signage, marked pedestrian crossings, and more consistent intersection design were all opportunities worthy of further exploration.
- On walking and cycling routes (existing and proposed), survey results revealed that people encouraged traffic calming measures such as speed humps, marked and/or separated bike lanes, and reductions of speed limits to 30 km/hr to improve pedestrian and cycling safety. Respondents identified 8th Avenue as a particular problem for speeding and aggressive drivers.
- Some respondents noted that sidewalk and public realm conditions could be improved, especially for people with mobility challenges and parents with strollers. Wider sidewalks, additional seating, waste/recycling facilities, landscaping and bike racks were mentioned as options to improve walking and cycling experiences.

4.3 Improve Walking and Cycling Connectivity to Key Destinations

What We Heard

- Some respondents questioned prioritizing Columbia Street as a walking route and Manitoba Street for vehicle access, noting that Manitoba Street was more frequently used by pedestrians (often local workers) as a key route to and from the commercial businesses at Olympic Village.
- Exploring 8th Avenue as a new cycling route resonated with respondents who frequently cycled through the study area. However, some respondents noted that east-west cycling connectivity was still obstructed by the complicated intersection at 7th Avenue, Kingsway and Broadway. People noted that there was no clear or intuitive cycling route through that junction, which also happens to be the location of the community centre, a key destination site.
- Generally, there was clear support for improving Ontario Street as a walking and cycling route because many respondents already use (or observe high use of) the street to connect destinations in Olympic Village, False Creek, and Broadway.
- Many respondents also noted that the area was well-connected and serviced by existing public transit, and have acknowledged importance of planning alongside the future Broadway Subway. Some respondents feel that there is opportunity to improve bus stop amenities (e.g. clearance for strollers/mobility assistance devices, increasing sidewalk widths, adding shelters).

4.4 Prioritize the Transportation Needs of Local Users

What We Heard

- Generally, respondents felt that streets in the industrial area were being used as thoroughfare for drivers looking to bypass arterial congestion on Main Street and 2nd Avenue. Many of these respondents felt this conflicted with local road users.
- Parking regulations were specifically mentioned multiple times by survey respondents as a way to serve local needs, encourage higher parking turnover, and dissuade all-day commuter parking.
- Some respondents were concerned about the Mount Pleasant Community Centre being underserved for parking: on-street parking is scarce, two-hour free parking does not reflect sessions/classes hosted at the community centre nor are the time limitations enforced, and private parkade parking is unaffordable.
- Some business owners and workers were concerned that the reallocation of road space for cycling route upgrades (e.g. 5th Avenue) would conflict with their loading needs – especially for businesses on parcels with limited back-alley access which depend on on-street parking space to load and unload goods.

5. Next Steps

The feedback received from stakeholders and members of the public will be considered by staff in the subsequent design and implementation phase of the project. Additionally, themes that emerged from the engagement exercise will provide general direction to the project moving forward.

There may be additional opportunities for engagement and public input as staff evaluate conceptual and detailed design options for the study area.

Appendix D | Number of People Moving in Transit Buses and Motor Vehicles on Main Street

Traffic volumes at Main Street and East 5th Avenue show the number of people being moved by bus transit on Main Street compared to motor vehicles. The figure below illustrates the importance of supporting bus transit given the role transit plays in moving people compared to motor vehicles in relation to the space they each take up.

