

Report Date: April 25, 2016
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Meeting Date: May 4, 2016

TO: Standing Committee on Planning and Strategic Priorities

FROM: General Manager of Engineering Services, in consultation with the General Manager of Parks and Recreation

SUBJECT: Seaside Greenway - South False Creek - Burrard Bridge to Cambie Bridge

RECOMMENDATION

- A. THAT Council approve a multi-year capital project budget up to \$3.2 million for improvements to the Seaside Greenway (i.e. Seawall) between Burrard Bridge and Cambie Bridge, excluding those portions in and immediately adjacent to parks, as detailed in this report, to improve safety and comfort for people walking and cycling; source of funding to be from the approved 2015-18 Capital Plan for the Active Transportation Corridors and Spot Improvement Program.
- B. THAT Council endorse a multi-year capital project budget for improvements to the Seaside Greenway (i.e. Seawall) between Burrard Bridge and Cambie Bridge, for those portions in Charleson Park and adjacent to Sutcliffe Park, as detailed in this report, to improve safety and comfort for people walking and cycling, and approve funding; source of funding to be \$4.7 million from City-wide Development Cost Levies (DCLs) allocated to Parks and Open Spaces, to be added to the 2015-18 Capital Plan for Active Transportation Corridors and Spot Improvements Program.
- C. THAT Council approve a capital project budget for the installation of an accessible public washroom at or adjacent to Charleson Park; source of funding to be \$0.4 million from City-wide Development Cost Levies (DCLs) allocated to Parks and Open Spaces, to be added to the 2015-18 Capital Plan for Active Transportation Corridors and Spot Improvements Program.
- D. THAT Council approve a multi-year capital project budget for the selective replacement of existing flagstones with accessible walking and cycling surfaces along the Seaside Greenway (i.e. Seawall) between Burrard Bridge and Cambie Bridge, to improve safety and comfort for people walking and cycling; source of funding to be \$1.1 million from City-wide Development Cost Levies (DCLs) allocated to Engineering, to be added to the 2015-18 Capital Plan for Active Transportation Corridors and Spot Improvements Program.

- E. THAT, subject to the approval of Recommendations A through D, Council approve a 2016 Capital project expenditure budget of up to \$4.0 million, to be added to the overall approved annual Capital expenditure budget. This update to the 2016 Capital project budget is to allow for construction of approved works in 2016 and is a portion of the funding approved in A through D. The budget for the remaining expenditures will form part of the annual budget process for 2017 and 2018.

REPORT SUMMARY

This report presents a plan to upgrade the Seaside Greenway (i.e. Seawall) on the south shore of False Creek between the Burrard Bridge and Cambie Bridge to improve safety, comfort and capacity for all users. This will be achieved primarily by widening the path where it is currently narrower than 6.0m and by separating people cycling from people walking. The design has been developed to minimize impacts on green space and trees, to respect existing character, and to improve walking and cycling connections to the Seaside Bypass and the future Arbutus Greenway. Implementation of upgrades will be staged across the seven distinct segments with construction happening in 2016 and 2017.

This report recommends construction of core elements of the project, including pathway modifications, landscaping and lighting, be built at an estimated cost of \$7.9 million (Recommendations A and B). It also recommends the additional improvements of a new public washroom and the replacement of flagstone path surfaces, at an estimated cost of \$1.5 million (Recommendations C and D).

This report is written in conjunction with a companion report to the Board of Parks and Recreation addressing project-related issues in affected parks and funding for parks and open spaces.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

In October 2012, Council approved the Transportation 2040 plan. The plan includes general direction to upgrade and expand Vancouver's cycling network for people of all ages and abilities, as well as a specific initiative entitled *Seawall Improvements* which aims to "...improve older segments of the Seawall to separate users, provide more space where feasible, reduce conflicts, and ensure an even, comfortable walking and riding surface."

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

Each year more and more people enjoy walking and cycling along the seawall. The increased activity supports the Greenest City Action Plan, Transportation 2040 and the Healthy City Strategy. This section of Seawall wasn't built to accommodate this level of activity. The work outlined in this report will make the Seawall more safe and enjoyable for pedestrians and cyclists for years to come. The City Manager recommends approval of the recommendations.

REPORT

Background/Context

The South False Creek Seawall between Burrard Bridge and Cambie Bridge is the oldest section of Vancouver's Seaside Greenway (i.e. Seawall), dating back to 1975. It has a unique character, with various sections of shared and separated pathways through a mix of residential, commercial, and recreational land uses. This stretch of the Seawall is a regional recreational destination that also functions as a local neighbourhood pathway for residents. It carries high volumes of people walking and cycling, especially in the summer months. In August 2013, a 12-hour study observed 2000-3600 people walking and 1800-2500 people riding bicycles.

Much of this section of the Seawall is narrow (less than 5m wide) and has no separation between people walking and cycling. This can lead to conflicts, which are worse in places with view obstructions. Uneven surfaces can limit accessibility for some users, including seniors, and people using wheelchairs, strollers and in line skates. The inconsistent design in the area can be confusing to navigate. Some sections are accessed by motor vehicles such as delivery trucks, city service or emergency vehicles, and private cars.

Transportation 2040 is a long-term strategic vision for the city that helps guide transportation and land use decisions and public investments. The plan sets long-term targets and includes policies and actions to help us reach them. Those targets include:

- Making the majority of trips on foot, bike or transit
- Eliminating fatalities from the transportation system

Specifically related to South False Creek, Transportation 2040 aims to "...improve older segments of the Seawall to separate users, provide more space where feasible, reduce conflicts, and ensure an even, comfortable walking and riding surface." (Appendix A)

Related goals exist in other policy documents, including:

- Park Board Strategic Framework - Parks and Recreation for All
- Greenest City Action Plan - Access to Nature
- Healthy City Strategy - Active Living and Getting Outside

Project Goal and Objectives

With this context, a **Project Goal** was established:

To upgrade and improve safety of the All-Ages-and-Abilities (AAA) recreational facility on the South False Creek Seawall.

Following are the project's **Key Objectives**:

- Improve safety, comfort and capacity for all users
 - Prioritize walking path closest to the water
 - Manage cycling speeds on this recreational route
 - Reduce vehicle conflicts with people walking and cycling on the Seawall
 - Maintain access for emergency responders
- Minimize and compensate for impacts on green space and trees
- Consider incremental improvements through this project. Long-term improvements will be considered once city-wide solutions to address sea level rise are identified
- Improve connections to and quality of the Seaside Bypass cycling route for faster cycling along Lamey's Mill Road, Charleson, Moberly Road and Commodore Road
- Respect the aesthetic and character that make each segment of the South False Creek Seawall unique

Strategic Analysis

The Seaside Greenway between Burrard Bridge and Cambie Bridge is 3 km in length and varies in width, surface treatment, configuration and adjacent land use along its length. It has been broken into seven distinct segments for the purposes of planning, public engagement and design, as shown in Figure 1.

1. Creekside Drive: Burrard Bridge to West 1st Avenue
2. West 1st Avenue to Anderson Street
3. Sutcliffe Park: Anderson St to Alder Bay Walk
4. Alder Bay Walk to Ironwork Passage
5. Charleson Park: Ironwork Passage to Greenchain
6. Greenchain to Stamps Landing
7. Stamps Landing to Spyglass Place/Cambie Bridge

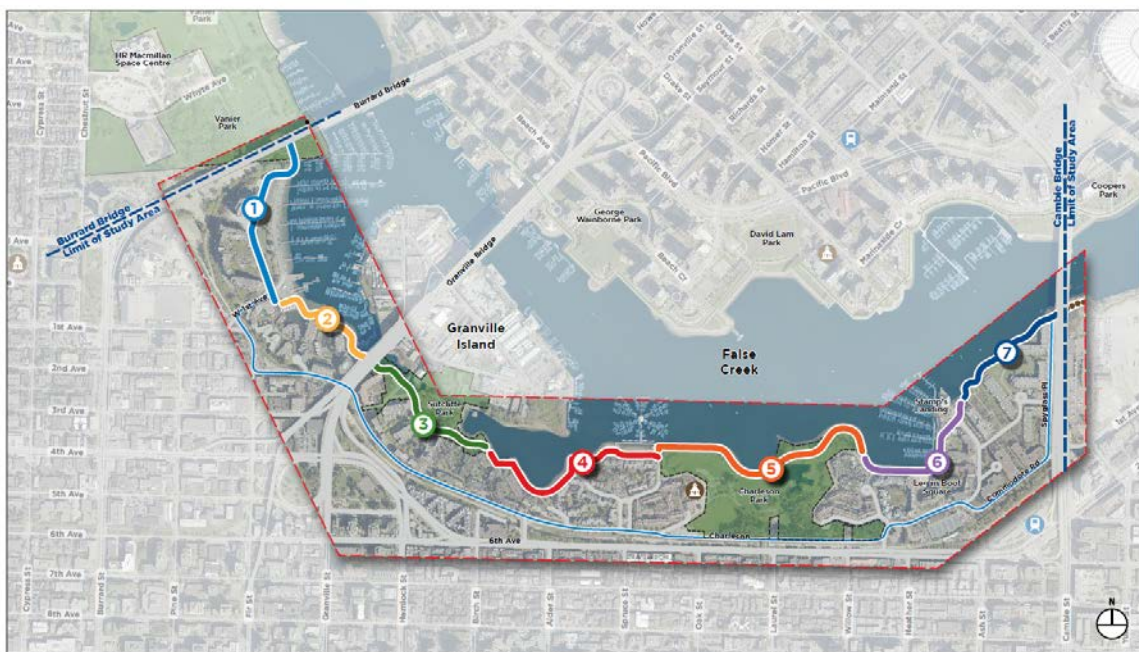


Figure 1 - South False Creek Seawall segments

Based on experience and conditions on other sections of the Seaside Greenway and elsewhere in Vancouver, three key strategies were adopted to meet the project objectives.

1. Separate people walking from people cycling
 - with a physical barrier where possible
 - with a paint line where space is constrained
2. Widen the pathway to a minimum width of 6.0m (and wider if possible) with:
 - 3.0m minimum for walking
 - 3.0m minimum for cycling
3. Encourage faster riders to use the Seaside Bypass

The following pages describe the key changes recommended to address existing problematic conditions on the Seaside Greenway between Burrard Bridge and Cambie Bridge (i.e. South False Creek Seawall). The recommendations are described in more detail in Appendices B and C.

Segment 1 - Creekside Drive: Burrard Bridge to West 1st Ave

Creekside Drive is the only section of the Seaside Greenway between Vanier Park in Kitsilano and George Wainborn Park in Yaletown where people on bicycles share a roadway with regular vehicle traffic, in this case up to 2000 vehicles per day. The recommended changes will create a new protected two-way bike lane on the east (waterfront) side of the street by narrowing the existing roadway and sidewalk and making minor adjustments to on-street parking. The resulting walking path and bicycle path would each be 3.0m wide.

The intersection of Creekside Drive and West 1st Avenue is the likely future junction of the Seaside and Arbutus Greenways and will be built to accommodate a future connection.

Segment 2 - West 1st Ave to Anderson St

This winding waterfront pathway is 6.2m wide and currently operates as a mixed-use path, with all path users sharing the same space. A painted centre-line will be added to separate people walking and people cycling, creating a 3.1m walking path at the water's edge and a 3.1m cycling path on the land side. A similar treatment has recently been introduced east of the Cambie Bridge. The crossing at Anderson Street (Granville Island access) will be widened and also marked with separate walking and cycling paths.

Segment 3 - Sutcliffe Park: Anderson St to Alder Bay Walk

All recommendations for changes at Sutcliffe Park are subject to approval by the Board of Parks and Recreation.

The existing path adjacent to Sutcliffe Park, at 4.6m, is not wide enough to accommodate both a 3.0m walking path and 3.0m cycling path. The recommended changes include widening the path to 6.0m, marking separate walking and cycling

paths and adding seating. In some places, flower beds will be relocated and additional seating, gathering places and wayfinding signs will be provided.

Segment 4 (West) - Alder Bay Walk to Forge Walk

As the path leaves Sutcliffe Park it returns to the water's edge. On the southwest side of Alder Bay a row of cherry trees divides the 7.1m path unevenly. These trees are diseased and have heaved the pavement, making the path challenging or unusable for many. The proposed changes include widening the path slightly to 7.5m total and building a 1.5m median with new cherry trees planted in new optimal conditions, to create a 3.0m waterfront walking path and 3.0m cycling path.

Where the path turns at the bottom of Alder Bay, the path will be widened from the current 4.0m to 5.0m, with 2.5m each for walking and cycling. This sub-standard path width is recommended so that a healthy grove of flowering cherry trees can be preserved. This will likely be the only location where the 3.0m minimum widths will not be met.

On the southeast side of Alder Bay, people on bikes currently share a narrow roadway with local traffic on The Castings. Vehicles are permitted only southbound and are not permitted to stop on this narrow street. The same vehicular access is provided by Forge Walk immediately to the east. To be able to provide a car-free bike path, non-emergency vehicle use of this one block of The Castings will be prohibited. The roadway and adjacent path will be rebuilt to provide 3.0m walking and cycling paths separated by a 1.5m median. Consequently, flagstone paving will be removed.

Segment 4 (East) - Ironwork Passage

East of Forge Walk, the existing walking path is 4.3m wide and follows the waterfront until it reaches a 2.0 m wide bridge structure which carries the path to the west end of Charleson Park. The bridge also provides access to Spruce Harbour Marina. A new 3.0-4.5m wide walking path will be built at the waterfront and the bridge will be signed to better indicate that it is a public thoroughfare. Modifications to marina utility building on the street dedication will be required.

People cycling east of Forge Walk currently share a narrow but very low volume roadway that provides the only ground-level vehicle access for a number of homes. This condition will be maintained, but flagstone will be replaced as required to create an accessible surface on the bike path, with specific treatment to incorporate urban design input.

Where Ironwork Passage borders the west edge of Charleson Park, underground sewer and water services make this the only viable area for a new public washroom along this stretch of the Seaside Greenway. Staff will design and install accessible public washroom(s) either in Charleson Park or within the adjacent street dedication.

Segment 5 - Charleson Park

All recommendations for changes in Charleson Park are subject to approval by the Board of Parks and Recreation.

The existing waterfront path on the north edge of Charleson Park is 4.6m wide and is currently shared by people walking and people cycling. The recommended improvement will designate this path as walking only and build a new 3.0m wide

parallel bike path that will run from Ironwork Passage to Greenchain. The existing community garden will be reconfigured with input from the community gardeners. Greenchain, another very quiet local street, will become part of the Greenway for people cycling, between the new path and Millbank. A narrow walking path will be added to connect the waterfront walking path to Greenchain. A split-rail fence will be built adjacent to the off-leash dog area in the park to separate dogs from path users.

Segment 6 - Greenchain to Stamps Landing

East of Charleson Park, the Greenway becomes an 8.3m wide path/street on Millbank. The walking path at the waterfront is separated by inconsistently placed aging benches and bollards from a roadway shared by people on bicycles and a few vehicles. The seating and other street furniture will be replaced and repositioned to create consistent walking and cycling paths. The flagstone surface will be replaced in the walking path and the cycling path, with specific treatment to incorporate urban design input. Flagstone in Leg-in-Boot Square will not be affected and, where feasible and appropriate, areas of flagstone will be retained along Millbank.

Bucketwheel is a short street that connects Millbank to Moberly Road. It allows limited access to vehicles that must exit via the bicycle path portion of the Greenway. Bucketwheel will be closed to non-emergency vehicles and a passenger loading zone created on Moberly to provide access to the two properties abutting Bucketwheel. Stamps Landing is the cul-de-sac at the north end of Moberly Road. Currently, the Greenway crosses the cul-de-sac and walking, cycling, and driving space is poorly defined. Following further work with adjacent stakeholders to refine the design (in 2016), a new cycling path and a clear walking path will be built on the west side of the Stamps Landing cul-de-sac (in 2017).

Segment 7 - Stamps Landing to Spyglass Place/Cambie Bridge

This winding waterfront pathway is 6.2m wide and currently operates as a mixed-use path, with all path users sharing the same space. A painted centre-line will be added to separate people walking and people cycling, creating a 3.1m wide walking path at the water's edge and a 3.1m cycling path on the land side. A similar treatment has recently been introduced east of the Cambie Bridge.

Green Infrastructure

The seven segments will be evaluated for green infrastructure tool application. Because each segment has a different context and concept design, each will be evaluated separately. In some cases, it is anticipated the design already incorporates best practices, and in others green infrastructure could be added to mitigate the additional impervious surface area being proposed. Detailed site investigation will need to be undertaken to evaluate the scope and extent of the applicable of the various green infrastructure tools.

Pathway Lighting

In addition to the specific modifications proposed for each segment, pathway lighting will be improved with a focus on under-lit areas as well as junctions and other potential conflict points. This project will serve as one of the pilot locations that will inform the City's upcoming Outdoor Lighting Strategy.

Seaside Bypass

Lamey's Mill Road, Charleson, Moberly Road, Commodore Road, and Spyglass Place together form part of the Seaside Bypass, a bike route that parallels the Seaside Greenway. Vehicle speeds and volumes are too high for this bypass to be considered an All Ages and Abilities (AAA) route. A number of changes will be made along this route to improve comfort for people on bicycles. See Appendix C for details. Future consideration will be given to closing Charleson to all but bicycle and transit vehicles.

Public Engagement

On large and complex projects, Transportation staff conduct a three-stage public engagement process that comprises the following phases:

1. *Engage* - work with stakeholder groups and/or the public to identify key issues, opportunities and potential solutions
2. *Consult* - share preliminary solutions and design options with stakeholder groups and the public and gather detailed feedback
3. *Recommend* - present recommended designs and proposed timelines that incorporate the feedback received through previous engagement phases to stakeholder groups and the public for further comment

Public engagement on this project has been ongoing since 2013 and has involved local residents, City advisory committees and other groups, including:

- Active Transportation Policy Council*
- Canada Mortgage and Housing Corporation (Granville Island)
- Charleson Park Community Garden Board*
- Children, Youth and Families Advisory Committee*
- Creekside Drive business owners
- False Creek Elementary School*
- False Creek South Neighbourhood Association*
- Granville Island Business & Community Association*
- HUB*
- Persons with Disabilities Advisory Committee*
- Seawall users (intercept survey)
- Seniors Advisory Committee*
- Stamps Landing/Leg-in-Boot Square business owners*
- Transportation 2040 Stakeholder Advisory Group
- Vancouver Fire and Rescue Services
- Vancouver Public Space Network*
- Women's Advisory Committee*

* represented on Temporary Focus Group

Staff have heard from over 500 individuals and received over 1000 pieces of input.

Key engagement events were:

Background Research:

Summer 2013

Seawall user survey to identify key issues (543 responses)

Summer 2014 South False Creek Seawall Study completed
(evaluated existing physical conditions)

Engage:

Summer 2015 Temporary Focus Group tour/meetings
(representing 12 stakeholder groups)

Consult:

Autumn 2015 Consult: Temporary Focus Group meeting (12 stakeholder groups)
Public open houses, Oct 4 & Oct 6 (~300 attendees)
Public feedback survey (397 surveys completed)
Meetings with individual stakeholders and organizations

Recommend:

Winter 2016 Temporary Focus Group meeting (12 stakeholder groups)
Public open houses, Jan 30 & Feb 2 (~250 attendees)
Public feedback survey (168 surveys completed)
Meetings with individual stakeholders and organizations

This process has yielded strong support for nearly every element of the proposed design. Specifically, when asked in the *Consult* phase (Autumn 2015) about proposals for separating walking and cycling and about widening portions of the pathway for each of the segments:

- 74 to 87% supported proposals for separating walking and cycling paths with paint and signs or with medians
- 67 to 80% supported proposals to widen the existing walking and cycling pathway where needed to allow for separation

Key issues revealed through public engagement are summarized below.

- Existing conditions on the Seawall between Burrard Bridge and Cambie Bridge are uncomfortable for many people
- Path is particularly congested in summer months
- Slow cycling is welcome by most people; fast cycling should be redirected to the Seaside Bypass
- Some people would like no bikes on the Seawall
- Unique character and aesthetic of the neighbourhood should be respected
- Amenities such as accessible public washrooms and water fountains are lacking
- Flagstone path surfaces are uncomfortable for many and unusable for some, particularly those using wheelchairs or other mobility aids

Details regarding public engagement are provided in Appendix D.

Public input has been invaluable in helping staff refine the designs for walking and cycling improvements. It has also led to two substantial components being added to the recommended scope of work:

- Accessible public washroom (Recommendation C)
- Selective replacement of existing flagstones with accessible walking and cycling surfaces (Recommendation D)

These additions to the scope of the project are supported by City advisory committees (see Appendix E).

Implementation

The Seaside Greenway is busier with people walking and cycling in summer months and, accordingly, any construction activity will have less impact and be easier to execute if completed in the autumn through early spring period. Additionally, some components of the proposed work involve moving and planting trees and other plants, which should be done when the plants are dormant in the winter.

Construction of segments with limited expected construction impact on the existing pathway (e.g. segments 2 & 7) can begin shortly after approval. Work on other segments can begin when walking and cycling usage dips in early autumn, with segment 1, Creekside Drive, being the highest priority. Segments constrained by plant relocation should wait until late autumn. Most work is planned for 2016 and/or 2017 construction.

Subject to the approval of Recommendations C, public washroom construction is likely to be in 2018. Flagstone replacement, subject to the approval of Recommendations D, would be coordinated with adjacent construction to reduce disruption to Seawall users.

Most of the proposed works can be completed on City street dedication but some proposed works are located on lands owned by federal government agencies (Segment 1) or by the Province (Segment 4) and subject to lease arrangements involving third parties. Some of the existing legal arrangements for public access and encroachments may require modification to achieve the preferred outcomes.

Implications/Related Issues/Risk (if applicable)

Financial

The estimated total cost of all proposed work on the Seaside Greenway as described in this report is \$9.4 million. The breakdown of the work and associated costs include:

- Pathway modifications and construction - \$5.5 million
- Landscaping, incl. new and relocated trees - \$0.7 million
- Lighting upgrades - \$1.7 million
- New public washroom - \$0.4million
- Flagstone replacement - \$1.1 million

The core components of the project are the pathway modifications, landscaping and lighting. These elements are best constructed together to minimize cost and disruption and have a combined estimated cost of \$7.9 million. The public washroom and selective flagstone replacement are more readily constructed independently.

By segment, the breakdown of the work and associated costs (in millions) by segment and expected construction year is as follows:

	Total	2016	2017	2018
• Segment 1	\$1.5	\$1.5	-	-
• Segment 2	\$0.3	\$0.3	-	-
• Segment 3	\$1.5	\$0.5	\$1.0	-
• Segment 4 †	\$1.9	\$0.6	\$1.3	-
• Segment 5 *	\$2.4	\$0.8	\$0.7	0.4 *
• Segment 6 †	\$1.9	-	\$1.9	-
• Segment 7	\$0.3	\$0.3	-	-
• Seaside Bypass	\$0.1	-	\$0.1	-
Total	\$9.4	\$4.0	\$5.0	\$0.4

* includes accessible washrooms

† includes flagstone replacement

The funding sources for the recommended improvements include:

- \$3.2 million from the 2015-18 Capital Plan for the Active Transportation Corridors and Spot Improvement Program, subject to approval of the Capital Budgets, including \$123,100 cost sharing funding from the TransLink Bicycle Infrastructure Capital Cost Sharing (BICCS) Regional Needs
- \$5.1 million from City-wide Development Cost Levies (DCLs) allocated to Parks and Open Spaces to increase the 2015-18 Capital Plan
- \$1.1 million from City-wide Development Cost Levies (DCLs) allocated to Engineering to increase the 2015-18 Capital Plan

Cash flow spending of the project is anticipated to be \$4.0 million in 2016, \$5.0 million in 2017 and \$0.4 million in 2018.

The inclusion of this project in the 2015-2018 Capital Plan will require an increase to the Capital Plan of \$6.2 million.

Environmental

The walking and cycling path improvements will require the removal and replacement of 34 cherry trees and the removal of two other trees. In addition to the replaced trees, approximately 14 new trees will be planted as part of the work, yielding a net increase of 12 trees.

The design of the proposed improvements has avoided any impact to the marine environment. Where the path is to be widened and the existing path is adjacent to the water, all widening will be landward. Climate change and sea level rise studies may present future seaside pathway improvement opportunities should this section of seawall need to be raised or armoured in the future.

CONCLUSION

This report presents a plan to upgrade the Seaside Greenway on the south shore of False Creek between the Burrard Bridge and Cambie Bridge to improve safety, comfort and capacity for all users. This will be achieved primarily by widening the path where it is currently narrower than 6.0m and by separating people cycling from people walking. The design has been developed, with input from over 500 residents and other stakeholders, to minimize impacts on green space, to respect existing character, and to improve walking and cycling connections to the Seaside Bypass and the future Arbutus Greenway. The proposed plans are broadly supported by engagement participants, and implementation of upgrades will be staged across the seven distinct segments with construction happening in 2016 through 2018.

This report is written in conjunction with a companion report to the Board of Parks and Recreation addressing project-related issues in affected parks.

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Seawall Improvements (extracted from Transportation 2040, p73)

Objective

Vancouver's system of waterfront paths for pedestrians and cyclists is cherished by both residents and visitors. Over the years, new additions have been built to progressively higher standards, and the paths are often filled with people on foot and bicycle, as well as in-line skates, skateboards, and other mobility aids. Many locations, particularly older stretches with only one shared surface, suffer from uneven surfaces, overcrowding, and increased conflicts among users. In the long term, the City will work to improve older segments of the Seawall to separate users, reduce conflicts and provide an even, comfortable walking and riding surface.

Studies or Actions Completed

Recently completed segments of the Seawall, such as those in Southeast False Creek and along the north shore of False Creek, have been designed both to separate users and to accommodate much higher volumes of users. The Vancouver Park Board recently approved the Stanley Park Cycling Plan, which identifies a range of potential improvements for the Seawall in Stanley Park to reduce conflicts between users.

Next Steps

The City will work with the Park Board, private developers, and other partners to deliver the improvements and ensure a consistent, integrated system around False Creek. A first step will be to assess current conditions for various forms of active transportation, and to identify existing and future issues of capacity, quality, comfort, accessibility, and conflict. We will also develop and implement a long-term investment strategy to prioritize improvements. Potential measures could include extending and realigning the seawall and associated paths to widen and/or separate cycling and walking facilities, providing safer crossings and improved separation from motor vehicle traffic, and upgrading and promoting parallel 'bypass' cycling routes.

Relevant Existing Policy, Directions, and Programs

Stanley Park Cycling Plan (2012)
Downtown Transportation Plan (2002)

Relevant Transportation 2040 Directions

W 1.2. Provide generous, unobstructed sidewalks on all streets
W 1.3. Make streets accessible for all people
W 1.7. Make the city easy to navigate on foot
W 2.2. Create public plazas and gathering spaces throughout the city
C 1.1. Build cycling routes that feel comfortable for people of all ages and abilities
C 1.4. Make the cycling network easy to navigate

Recommended Improvements, Segments 1 - 7

The following pages summarize the recommendations to address existing problematic conditions on the Seaside Greenway between Burrard Bridge and Cambie Bridge (i.e. South False Creek Seawall), broken down by segment as follows:

1. Creekside Drive: Burrard Bridge to W. 1st Ave
2. W. 1st Ave to Anderson St
3. Sutcliffe Park: Anderson St to Alder Bay Walk
4. Alder Bay Walk to Ironwork Passage
5. Charleson Park: Ironwork Passage to Greenchain
6. Greenchain to Stamps Landing
7. Stamps Landing to Spyglass Place/Cambie Bridge

Seaside Bypass, Anderson Street to Spyglass Place

The existing conditions and proposed changes for each segment are described in more detail in Appendix C.

Segment 1 - Creekside Drive: Burrard Bridge to W 1st Ave

Existing Condition:

- Traffic volumes on Creekside Drive (800 vehicles/day west of Pennyfarthing Drive and 2000 vehicles/day east of Pennyfarthing Drive) are too high for a shared AAA (All Ages and Abilities) bike route.

Recommended Solution:

- Develop a two-way protected cycling path on Creekside Drive by narrowing the roadway.
- Retain most on-street parking.

Key components of design:

- 3.0m wide, two-way, raised, protected cycling path
- New grass boulevard with replaced cherry trees between the cycling path and roadway east of Pennyfarthing Drive.
- Existing paving stone surface on walking path and asphalt on cycling path.
- Painted pavement markings and signage to clearly mark walking and cycling paths.

Segment 2 - W 1st Ave to Anderson St

Existing Condition:

- Existing shared pathway is wide enough to provide separate walking and cycling paths. Visibility is limited in some areas.
- Bollards and overgrown vegetation near public fish market present hazards around tight corner.
- Anderson Street crossing is mixed-use for people walking and cycling.

Recommended Solution:

- Reconfigure the sharp corner near the fish market on Island Park Walk.
- Provide painted separation and signs to clearly mark walking and cycling paths.
- Re-paint the crossing at Anderson Street to include separate crossings for people walking and cycling.

Key components of design:

- Existing 6.2m path maintained.
- Pavement markings and signage to clearly mark walking and cycling paths.
- 3.0m wide crosswalk and 3.0m wide bike crossing of Anderson St.

Segment 3 - Sutcliffe Park: Anderson St to Alder Bay Walk

Existing Condition:

- The landscaping and narrow (4.6m), curved pathway limits visibility in this busy and popular area.

Recommended Solution:

- Widen pathway and provide painted separation and signage to clearly mark walking and cycling paths.

Key components of design:

- Pathway widened to 6.0m
- Affected perennial plant beds relocated to adjacent locations along the path.
- Pavement markings and signage to clearly mark walking and cycling paths.

Segment 4 (West) - Alder Bay Walk to Forge Walk

Existing Condition:

- On Island Park Walk, the walking path is narrow and bumpy due to the heaving of paving stones by cherry tree roots. The walking and shared paths are difficult for people with mobility aids to navigate. Location of the cherry trees limits the ability to widen path.
- At the junction of The Castings and Island Park Walk, the narrow pathway and existing placement of trees and bollards at the junction creates a challenging shared space for people walking and cycling.
- On The Castings, flagstones are uneven and can be slippery with frost in winter providing an uncomfortable surface for people walking, cycling and using mobility aids. Shared space with vehicles increases potential for conflict between people walking, cycling and driving.

Recommended Solution:

- Widen pathway along Island Park Walk between Alder Bay Walk and The Castings, separating the walking and cycling paths with a new centre median.
- Reconfigure and expand the green space at the junction of The Castings and Island Park Walk to allow for a wider pathway.

- Reconfigure the path layout and create a median separating the walking and cycling paths along The Castings.

Key components of design:

- On Island Park Walk:
 - Path widened to 7.5m, including new 1.5m wide central median with new cherry trees replacing existing diseased trees.
 - Existing pavers re-used on walking path and asphalt on cycling path.
- At the junction of The Castings and Island Park Walk:
 - Path widened to 5.0m
 - 2.5m walking path and 2.5m cycling path separated by paint.
 - Existing cherry tree grove retained and new trees added.
 - Roadway closed and re-purposed for new green space.
- On The Castings:
 - Existing 8.4m wide path narrowed to 7.5m.
 - 3.0m walking path and 3.0m cycling path separated by 1.5m median with benches, lighting, and vegetation.
 - Flagstone replaced with new asphalt cycling path and grass boulevard.
- Emergency vehicle access maintained throughout.

Segment 4 (East) - Ironwork Passage

Existing Condition:

- The foot bridge at the marina is not clearly marked as publicly accessible space.
- On Ironwork Passage, flagstones are uneven and can be slippery with frost in winter providing an uncomfortable surface for people walking, cycling and using mobility aids.

Recommended Solution:

- Provide signage at entrances to the marina bridge indicating that it is open to the public as a walking path.
- Work with stakeholders to make future improvements near the marina including:
 - Adding a new walking path to the existing green space
 - realigning the cycling path and relocating the seating area west of the marina

Segment 5 - Charleson Park: Ironwork Passage to Greenchain

Existing Condition:

- Shared space and sharp turns through the marina loading area increase the potential for conflicts between people walking, cycling, and driving.
- Existing shared pathway is too narrow to provide separate walking and cycling paths. Visibility is limited in some areas.
- Lack of separation between off-leash dog area and existing path presents a safety hazard for dogs, their owners and people walking and cycling.
- There is a lack of accessible public washroom in this area.

Recommended Solution:

- Re-align cycling path at Spruce Harbour Marina to avoid the loading area.
- Widen pathway from the marina to the community garden. Provide painted separation and signage to clearly mark walking and cycling paths.
- Maintain existing path for walking only and create a new cycling path between trees and community garden as well as adjacent to the off-leash dog area.
- Maintain existing path around Heather Point for walking only, create new cycling and walking paths along existing worn dirt path to Greenchain, and designate Greenchain as the bicycle route.
- Identify a suitable and serviceable location to install an accessible public washroom near the west end of Charleson Park.

Key components of design:

- In about 90% of this segment, the existing 4.6m path becomes walking only and a new parallel 3.0m cycling path is created.
- For a short section, the existing path is widened to 6.0m to accommodate separate 3.0m walking and 3.0m cycling paths.
- Some community garden amenities relocated.
- Barrier introduced between paths and off-leash dog area.

Segment 6 - Greenchain to Stamps Landing

Existing Condition:

- The separation provided by the existing bollards, benches and signage is unclear in places.
- The existing road right-of-way and poorly defined space increases the potential for conflicts between people driving, walking, and cycling.
- The laneway west of Stamps Landing is narrow and the existing design is confusing to navigate.
- The shared and poorly defined space through the Stamp's Landing cul-de-sac increases potential for conflicts between people driving, walking, and cycling.
- Flagstones are uneven and can be slippery with frost in winter providing an uncomfortable surface for people walking, cycling and using mobility aids. Shared space with vehicles increases potential for conflict between people walking, cycling and driving.

Recommended Solution:

- Reconfigure the path layout and create a median separating the walking and cycling paths.
- Limit vehicle traffic on the Seawall by designating Bucketwheel for walking and cycling only.
- Reconfigure the laneway west of Stamps Landing.
- Create a new cycling path and a clear walking path on the west side of the Stamp's Landing cul-de-sac. Conduct further review and work with adjacent stakeholders to refine the design.

Key components of design:

- 3.5m walking path and 3.5m cycling path.
- Median with new or relocated benches and lighting.

Segment 7 - Stamps Landing to Spyglass Place/Cambie Bridge

Existing Condition:

- Existing shared pathway is wide enough to provide separate walking and cycling paths.
- Visibility is limited in some areas.

Recommended Solution:

- Provide painted separation and signage to clearly mark walking and cycling paths.

Key components of design:

- Existing 6.2m path maintained.
- Pavement markings and signage to clearly mark walking and cycling paths.

Seaside Bypass - Lamey's Mill, Charleson, Moberly and Commodore Roads

Existing Condition:

- A series of connected streets where people on bicycles share the roadway with over 2000 vehicles per day.

Recommended Solution:

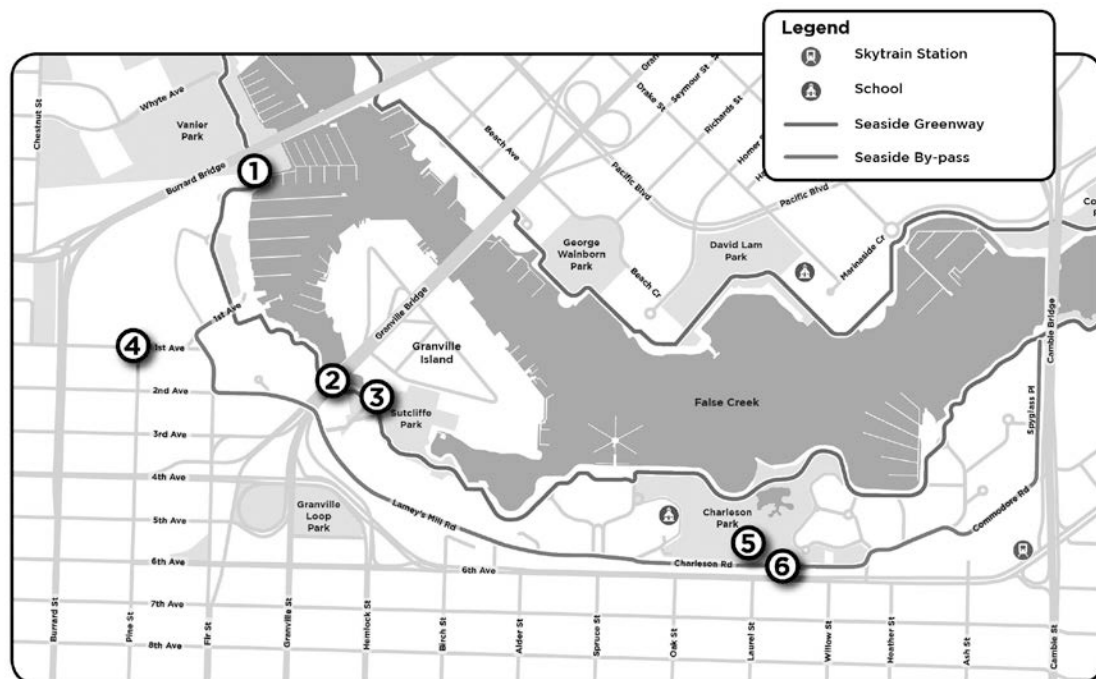
- Provide signage to improve key connections between the Seaside Greenway/Seawall and the Seaside Bypass at several locations:
 - Old Bridge Walk
 - The Castings
 - Greenchain /Ferry Row and Millyard
 - Moberly Road from Stamps Landing
 - Spyglass Place
- Provide paint, signage and minor concrete work to clarify movements and improve cycling comfort at key intersections:
 - Lamey's Mill Road and Alder Crossing
 - Moberly Road and Charleson
 - Commodore Road and Moberly Road
 - Lamey's Mill Road and Charleson

Future Considerations

A number of issues were identified for future consideration and are documented segment by segment in Appendix C. The most significant of these are listed below.

1. Improve path between Creekside Drive and Burrard Bridge as part of future redevelopment of adjacent properties and future work at Burrard Civic Marina.

2. Monitor effectiveness of improvements at Anderson Street crossing and consider installing a traffic light to clarify right of way. Work with Granville Island (CMHC) to improve access to the island for people using all modes of transportation along Anderson Street, consistent with their upcoming transportation plan.
3. Work with Granville Island (CMHC) to improve access to the island for people walking and cycling, consistent with their upcoming transportation plan. Consider interim and longer-term solutions including improved path connections at Sutcliffe Park.
4. Improve Seaside Bypass connections to Burrard Bridge and York Bikeway.
5. Improve connections between the Seaside Greenway, the Laurel Land Bridge, and the Seaside Bypass route.
6. Close Charleson between School Green and Moberly Road to vehicle traffic while maintaining access for transit vehicles and people on bikes.



Consultation Summary Report

Stakeholder and public consultation for the South False Creek (SFC) Seawall project took place in three phases following background research:

Background: Seawall user intercept survey and Seawall Study (August 2013)

Phase 1 - Engage: Key issues, opportunities and potential solution development (June 2015)

Phase 2 - Consult: Proposed solutions and design options (Sept-Oct 2015)

Phase 3 - Recommend: Recommended designs (Jan-Feb 2016)

Background (August 2013)

In August 2013, staff conducted a user intercept survey on three dates at three different locations along the SFC Seawall. The purpose of the survey was to collect information on how people use this section of the seawall, identify challenges faced, and gather ideas for potential solutions to address these challenges. The survey had a total of 543 respondents.

Communications Products

Communications Products	Quantity	Details
Notification postcards	2180	Mailed to area residents, hand-delivered to housing co-ops and businesses

Consultation Activities

Consultation Activities	Details	Participants
Intercept Survey	3 dates: Aug 13, 2013 (12-5pm) Aug 15, 2013 (4-8pm) Aug 17, 2013 (12-5pm) 3 locations (each date): Charleson Park Island Park Walk at Shorepine Walk Vanier Park	543 responses
Project Website	vancouver.ca/seawall	N/A
Social Media	1 post on the BikeVancouver Facebook page	2085 reached
Email/Phone Comments	Received through seawall@vancouver.ca , 3-1-1, and individual project staff	~50 contacts

Key themes

Key themes heard through the intercept survey include:

- The unique character and relaxed recreational atmosphere of this section of the Seawall should be maintained;
- There are safety concerns that must be urgently addressed;

- Separating walking and cycling paths is the only way to minimize or avoid conflicts between users;
- Strong desire not to turn this section of the Seawall into a commuter cycling route;
- Support for directing faster cycling onto the Seaside Bypass route; and
- Need for enforcement of speed limits, bylaws (bells, etc.) on this section of seawall, and to provide more education to people walking and cycling.

Phase 1 - Engage: Temporary Focus Group (June 2015 - January 2016)

In May 2015, staff reached out via letter and email to several stakeholder groups to form a Temporary Focus Group (TFG) to provide input throughout the design process. The final list of member organizations is included below.

The TFG worked with City and Park Board staff during the *Engage* phase to identify issues along the SFC Seawall and develop solutions. Members also shared information about the project with their networks and encouraged participation in the wider public consultation process. Staff met with the TFG prior to the launch of the *Consult* and *Recommend* phases to give members a chance to provide early feedback on materials.

The TFG met a total of 5 times:

- Introductory meeting and project background: June 4, 2015
- SFC Seawall walking tour and issue identification: June 11, 2015
- Design solution workshop: June 13, 2015
- Pre-*Consult* Open House meeting: September 24, 2015
- Pre-*Recommend* Open House meeting: January 20, 2016

Organizations
False Creek South Neighbourhood Association
Granville Island Business & Community Association
Stamps Landing/Leg-In-Boot Square Businesses
False Creek Elementary School
Charleson Park Community Garden
HUB
Vancouver Public Space Network
Women's Advisory Committee
Persons with Disabilities Advisory Committee
Children, Youth and Families Advisory Committee
Active Transportation Policy Council
Seniors Advisory Committee

Phase 2 - Consult: (October 2015)

In October 2015, staff presented key issues and preliminary solutions to the public that were based on the work done with the Temporary Focus Group. Where possible, design options were presented for consideration.

A detailed feedback survey was available at two open houses and online. Respondents were asked to indicate whether they felt that each proposed solution presented in the display materials would improve conditions on the Seawall. Space was provided for written comments for each of the seven segments and for the Seaside Bypass route. Additional comments were submitted via email and 3-1-1.

Staff also met with and presented materials to several stakeholder groups and civic advisory committees.

Communications Products

Communications Products	Quantity	Details
Notification postcards	5740	Mailed to area residents and businesses, hand-delivered to multi-family lobbies and community bulletins, distribution by TFG members
Project email listserv	~60	
Advertisements	2	Vancouver Courier, Georgia Straight

Consultation Activities

Consultation Activities	Details	Participants
Public Open House	2 open houses Sun, Oct 2 - Granville Island Hotel Tues, Oct 4 - Vancouver Maritime Museum	296 participants
Feedback Survey	Completed at open houses and online (Oct 8-30, 2015)	396 responses
Project Website	vancouver.ca/seawall	2164 page views (Sept 24 - Oct 30, 2015)
Social Media	8 posts on the BikeVancouver Facebook page	4541 reached
Meetings with Stakeholder Groups and Advisory Committees	Vancouver Fire & Rescue Services False Creek South Neighbourhood Assoc. SFC Seawall Temporary Focus Group T2040 Stakeholder Advisory Group Active Transportation Policy Council Persons with Disabilities Advisory Committee Seniors Advisory Committee Women's Advisory Committee Charleson Park Community Garden Board	150 participants
Email/Phone Comments	Received through seawall@vancouver.ca , 3-1-1, and individual project staff	15 contacts
Letters/Formal	HUB	2 letters

Submissions	False Creek South Neighbourhood Assoc. Active Transportation Policy Council	1 civic advisory committee motion
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Key Themes

Key themes heard during the *Consult* phase of stakeholder and public consultation include:

- Strong support for separation of walking and cycling paths, and for widening the existing pathway where needed to allow for separation;
- Preference for slow cycling on the Seawall with faster cycling redirected to the Seaside Bypass cycling route;
- The unique character and aesthetic of the neighbourhood should be respected;
- The perennial flower beds along the path in Sutcliffe Park are highly valued; and
- Amenities such as accessible public washrooms and water fountains are lacking.

Phase 3 - Recommend: (January - February 2016)

In late January and February 2016, staff presented recommended designs and an updated timeline to the public.

A feedback survey was available at two open houses and online. Respondents were asked to provide written comments on the overall project and, if they wished, for each of the seven segments and the Seaside Bypass route. Additional comments were submitted via email and 3-1-1.

Staff also met with and presented materials to stakeholder groups and civic advisory committees.

Communications Products

Communications Products	Quantity	Details
Notification postcards	5500	Mailed to area residents and businesses, hand-delivered to multi-family lobbies and community bulletins, distribution by TFG members
Project email listserv	216	
Advertisements	2	Vancouver Courier, Georgia Straight

Consultation Activities

Consultation Activities	Details	Participants
Public Open House	2 open houses Sat, Jan 30 - Granville Island Hotel Tues, Feb 2 - CityStudio	247 participants
Feedback Survey	Available at public open houses and online (Jan 21-Feb 19, 2016)	168 responses
Project Website	vancouver.ca/seawall	2121 page views

		(Jan 21 - Feb 24, 2016)
Social Media	6 posts on the BikeVancouver Facebook page	1199 reached
Meetings with Stakeholder Groups and Advisory Committees	SFC Seawall Temporary Focus Group Pennyfarthing Development Corp Harbour Cove Strata False Creek South Neighbourhood Assoc. Central 1 Credit Union	35 participants
Email/Phone Comments	Received through seawall@vancouver.ca , 3-1-1, and individual project staff	27 contacts
Letters/Formal Submissions	Vancouver Public Space Network False Creek South Neighbourhood Assoc. Persons with Disabilities Advisory Committee Women's Advisory Committee	2 letters 2 civic advisory committee motions

Key Themes

Key themes heard during the *Recommend* phase of stakeholder and public consultation include:

- Strong support for separation of walking and cycling paths, and for widening the existing pathway where needed to allow for separation;
- Strong concerns about the safety and comfort of the flagstone surfacing in Segments 4 and 6, and support for replacing with a surface that is safer for all users, and particularly those with disabilities;
- Preference for slow cycling on the Seawall with faster cycling redirected to the Seaside Bypass cycling route;
- Strong support for the installation of an accessible public washroom near Charleson Park;
- Concerns regarding removal of vehicle access to The Castings; and
- Concerns regarding impacts to vehicle movement and loading on Creekside Drive.

Advisory Committee Motions

Active Transportation Policy Council

On November 18, 2015 the Active Transportation Policy Council passed the following motion:

MOVED by Peggy Harowitz

SECONDED by Lisa Slakov

WHEREAS

1. The South False Creek Seawall is a valued amenity to residents and visitors to the City.
2. Use of the South False Creek Seawall has steadily increased since it was constructed to the point of there being more and more potential conflicts between users due to user volume, especially during the peak periods of weekends and in the summer.
3. Active Transportation users of the seawall encounter problems with the current design, such as poor sightlines, uneven pavement and blind corners.
4. All users of the seawall benefit from certain amenities, such as water fountains, seating areas, and public washrooms, the latter in particular which are lacking.
5. Other newer sections of the seawall function better than the South False Creek section from an active transportation user perspective.

THEREFORE BE IT RESOLVED THAT the Active Transportation Policy Council supports in principle updates to the South False Creek Seawall as laid out by City staff in its October 2015 public consultation, using the following guiding principles in its final proposals:

- Pedestrian paths and other active transportation user paths being separated where space allows;
- The existing paving stone be replaced by a smoother surface such as asphalt as a smoother surface is more easily navigable by active transportation users;
- That different surfaces be used for pedestrian paths and other active transportation user paths to differentiate the two more easily for users;
- Slow cycling be encouraged on the seawall, and that faster cyclists be encouraged to use the Seaside Bypass Route by not only improving directional signage, but also by improving the safety conditions on the Bypass, to make the alternative a real option for more people on bikes;
- City staff continue to review the proposals for sections of the seawall where it intersects with road rights-of-way, most specifically the cul-de-sac on Moberly Road near Stamp's Landing and the crossing at Anderson Road, to minimize conflicts between cars and people on the seawall;
- Amenities be provided to seawall users, such as a variety of seating, water fountains, public washrooms and bike racks; and
- Access to the seawall be addressed more comprehensively in future plans.

CARRIED UNANIMOUSLY

Persons with Disabilities Advisory Committee

On January 21, 2016 the Persons with Disabilities Advisory Committee passed the following motion:

MOVED by Jacques Corteau
SECONDED by Cathy Browne

WHEREAS

1. It is important that people in Vancouver have opportunities to get outdoors for exercise, and the planned improvements to the South False Creek Seawall will increase these opportunities for all;
2. The South Seawall is flat and largely accessible, presenting a great opportunity for persons with disabilities to get out, exercise, and socialize;
3. Persons of all ages with disabilities need a surface that is safe to walk on, and flagstones on parts of the pedestrian pathway do not meet this requirement;
4. There are no public toilets on the South Seawall, and persons with disabilities cannot readily find accessible alternatives.

THEREFORE BE IT RESOLVED THAT the Persons with Disabilities Advisory Committee recommends that Council approve the South False Creek Seawall Improvement Project, subject to the following:

- a) Replacing flagstone surfaces on the pedestrian pathways with a surface that is safe for people of all ages with disabilities, and
- b) Installing a public accessible toilet to enable the full enjoyment of South False Creek by everyone.

CARRIED UNANIMOUSLY

Women's Advisory Committee

On March 15, 2016 the Women's Advisory Committee passed the following motion:

MOVED by Erin Arnold
SECONDED by Rhonda Sherwood

THAT the Women's Advisory Committee supports the motion approved by the Active Transportation Policy Council at its meeting on November 18, 2015, regarding upgrades to South False Creek Seawall, and the recommended guiding principles as set out in the motion.

CARRIED UNANIMOUSLY