

**POLICY REPORT  
URBAN STRUCTURE**

**RR-2**

Date: April 11, 2002  
Author/Local: M.Gordon-  
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RTS No. 02630  
CC File No. 5501  
Council: April 23, 2002

TO: Vancouver City Council  
FROM: The Director of Current Planning and General Manager of Engineering Services  
SUBJECT: Re-design of Pacific Boulevard

**RECOMMENDATION**

- A. *THAT the Urban Design and Streetscape Principles for the re-design of Pacific Boulevard and adjacent sidewalk areas and frontages as identified in the report, be adopted.***
- B. *THAT the Preferred Schematic Design for Pacific Boulevard be endorsed as outlined in this report, subject to detailed costing and design, the review of revenue sources, public input, and discussions with adjacent property owners, residents, and businesses on detailed design.***
- C. *THAT Council approve a budget for \$58,500 for a consultant, associated resources and public input to finalize the detailed designs and cost estimates for Pacific Boulevard from Burrard to Nelson Street, source of funding to be Contingency Reserve to be repaid by a committed payment from 858 Beatty Street to the 'Greenlinks' fund.***  
  
***AND THAT staff report back with a final detailed design and costs prior to the initiation of streetworks.***
- D. *THAT staff report back on the potential re-design of the Granville Bridge loop ramps and associated redevelopment of the affected properties to improve safety and the integration of this area with the adjacent neighbourhoods.***

## **GENERAL MANAGER'S COMMENTS**

*The General Manager of Community Services and General Manager of Engineering Services RECOMMEND approval of A, B, C, and D above.*

## **COUNCIL POLICY**

*Improvements for pedestrians, cycling, transit, goods movement, and automobiles are identified in the City Transportation Plan.*

*Creating a walkable and an alive downtown, where public streets are the primary scene of public life, are two primary goals identified in the Central Area Plan.*

*On April 10, 1990, Council adopted an "overall pedestrian and boulevard area treatment scheme for False Creek North" that included portions of Pacific Boulevard between Richards Street and Griffiths Way, immediately east of BC Place Stadium.*

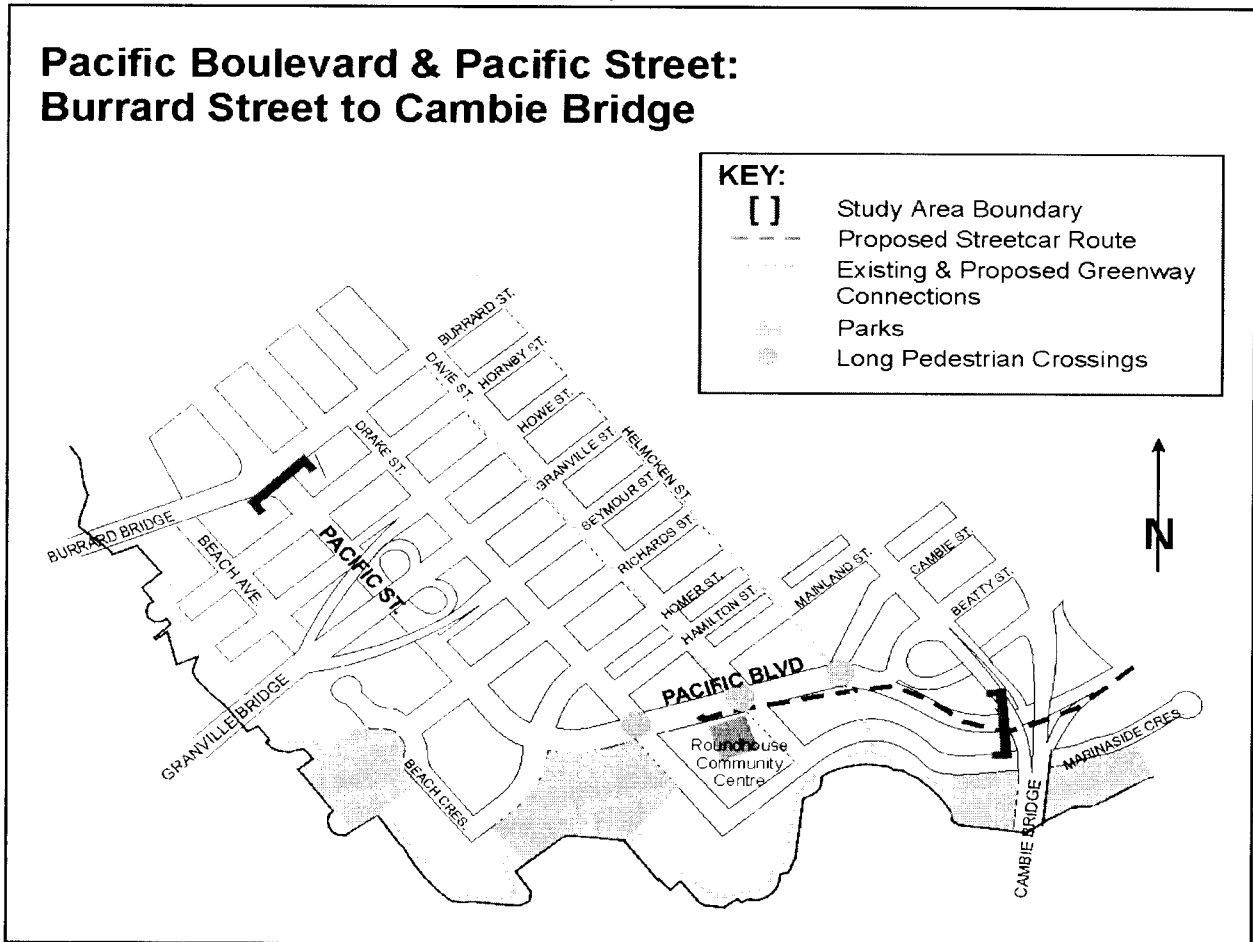
## **SUMMARY AND PURPOSE**

At this time staff are recommending the adoption of Principles and the endorsement of a Schematic Design as the first step in achieving a concept for Pacific Boulevard and Pacific Street between Burrard Street and Nelson Street (hereafter referred to as Pacific Boulevard) which achieves, among a number of objectives, larger and more trees, significant improvements for pedestrians, a location for the streetcar, a bicycle facility, an overall reduction in traffic delay, and the animation of Pacific Boulevard between Drake and Cambie as a commercial centre and shopping district for the North False Creek neighbourhood.

Staff are recommending that Council adopt the following principles:

- Pacific Boulevard should be one of Vancouver's great streets and a preeminent pedestrian promenade for downtown residents, workers and visitors;
- Streetscape and urban design improvements should enhance the experience for pedestrians, cyclists, and transit users;
- Pacific Boulevard should accommodate existing and projected traffic volumes;
- Pacific Boulevard is a major downtown cycling route and the bicycle facility should be primarily designed for safe and efficient commuter cycling (e.g. bike lanes);

**Figure 1: Site Context and Study Boundary**



- The bicycle facility could be designed to accommodate a variety of non-motorized modes, including recreational cycling, noting that on December 11, 2001, Council directed staff to amend the Street and Traffic By-law to permit skates, skateboards and push-scooters on minor streets and designated bike routes for a one year trial basis;
- Streetscape and urban design improvements should reflect and accommodate adjacent land uses;
- Streetscape improvements should provide for more and larger trees;
- Streetscape and urban design improvements should serve to animate the street and, in particular, the commercial area between Drake and Cambie Street.

It is recommended that Council endorse the proposed schematic design for Pacific Boulevard subject to further design and costing. The design includes the following elements:

- a treed centre median which extends from Burrard Street to Cambie Street;
- revised tree planting standards which allow for more trees by allowing for closer spacing;
- a flexible amenity zone in the commercial High Street (Drake to Cambie) consisting of paired parking spaces with additional landscaping that can be used for temporary events or on a permanent basis for uses which will animate the sidewalk;
- a bicycle facility for recreational cyclists which is separated from traffic by a treed median where there is sufficient right-of-way width and can accommodate other modes such as roller blading and skateboarding and a bike lane for commuter cyclists;
- the provision of sufficient capacity to accommodate current and projected traffic volumes; and
- pedestrian crosswalks which are reduced in length;
- Multiway boulevard design where possible and desirable.

Staff consulted with the adjacent community and business and community groups and found widespread support and, in many instances, excitement over the possibilities for the redesign of the street. There were some differences of opinion over the preferred schematic design and the cost of the proposed improvements. Concord Pacific have advised staff that they would prefer that implementation of the improvements occur on a timely basis as it will enhance the quality of the developing neighbourhoods.

Over the next few months, staff will be reporting back on the following:

- detailed cost estimates and designs, with the Beach neighbourhood frontages (Granville Bridge to Homer Street) being the first phase, followed by other frontages of Pacific Boulevard;
- the installation of bike lanes pending the implementation of the complete schematic design; and

- a work program, objectives, and the required resources for the re-design of one or both of the Granville Loops.

A budget of \$58,500 is proposed for urban design and landscape consultants to work with staff on the detailed design and cost estimates for the Pacific Blvd. streetscape improvements, and for public input, overtime and other resources to assist in expediting work where necessary. Staff will report back with a work program and required resources for urban design and engineering work regarding the Granville Loops.

The implementation of the streetcar on Pacific Boulevard is a longer term proposition and is a lower priority than the establishment of the streetcar line through Gastown.

The proposed street design can satisfy all existing and projected traffic demand with an overall reduction in traffic delay.

## BACKGROUND

A major street following the route of Pacific Boulevard was first proposed almost fifty years ago and was envisaged as a downtown by-pass route connecting bridges to a freeway network on the eastern edge of the downtown. The removal of the Canadian Pacific Railway yards on the north shore of False Creek and the purchase of these lands by the Provincial Government in the early 1980's created the opportunity to design and build this major street which begins at Quebec Street and connects with Pacific Street at Richards Street.

The Provincial Government's transportation consultant designed the street to accommodate full use of the stadium and different land uses than exist today.

In 1990, Council approved the False Creek Official Development Plan which provided guidance for the preparation of zoning by-laws and the provision of infrastructure and amenities for a series of residential neighbourhoods that would straddle Pacific Boulevard. This plan was updated in 2001 with Council's approval of the Northeast False Creek Urban Design Plan which, in conjunction with the 1997 Transportation Plan and draft Downtown Transportation Plan, emphasizes effective and comfortable pedestrian, cycling, and transit facilities while also facilitating efficient auto movement within existing capacities.

The draft Downtown Transportation Plan identifies Pacific Boulevard as a:

- major circulation street;
- bus and truck route;
- designated bike route with bike lanes;

- pedestrian route; and
- future streetcar route.

Pacific Boulevard has been built to accommodate electric trolley buses. A rapid transit station could be built under Pacific Boulevard as part of the Richmond/Airport rapid transit line. Pacific Boulevard is unique in that it is wide enough to accommodate all of these demands, with space to spare for additional green space, large trees, pedestrian and cyclist pathways, and other public realm programming (e.g. markets) as discussed later in this report.

On December 11, 2001, Council approved terms of reference, funding, and the hiring of Cityworks (Allan Jacobs and Elizabeth MacDonald) as consultants for the preparation of a schematic urban design and streetscape concept for Pacific Boulevard.

## DISCUSSION

### **Key Issues for Initiating the Redesign of Pacific Boulevard**

The redesign of Pacific Boulevard was a strategic move aimed at ensuring that several outstanding issues and forthcoming infrastructure initiatives could be addressed on a comprehensive basis. These are:

- Pacific Boulevard crosswalks at Homer, Drake, Davie and Cambie are among the longest in the city creating challenges for the elderly, disabled and young children to cross in a timely manner. The long crosswalks require long pedestrian crossing times, resulting in uneven traffic flows;
- The traffic lanes are wider than are typical for a downtown street;
- A location is needed for the streetcar route between Nelson and Drake;
- The design of bike lanes along Pacific is needed as bicycle trips are currently a significant percentage of the vehicular trips;
- The trees along Pacific Boulevard are small and there are a limited number of trees in the centre median and on the sidewalks. There is a desire to provide more and bigger trees;
- The narrowness of the section between Granville Bridge and Burrard Street does not provide opportunities for multi-modal uses such as bike lanes;
- The area under the Granville Bridge is inhospitable for pedestrians and cyclists; and
- More programming and activity is needed on the sidewalks (particularly for the shopping areas).

## **Key Assumptions**

The following key assumptions were made when preparing the recommended scheme:

- alterations to the street were focussed on those areas between the existing curbs in locations where tree planting and new sidewalks have been installed (e.g. Homer to Cambie);
- bike lanes are the recommended cycling facility of both the draft Downtown Transportation Plan and the 1999 Bicycle Plan;
- in other locations, it was assumed that curbs can be relocated (where feasible) to provide for additional width to accommodate more tree planting and a cycling facility;
- for undeveloped sites, it was assumed that a reasonable portion of the properties could be dedicated for roadway and sidewalk purposes provided that this does not intrude on the design or intensity of development designated for these sites; and
- for the undeveloped site between Pacific and Expo Boulevards and the Cambie Bridge, it was assumed that property lines could be adjusted in co-operation with the property owner, where there was no net change in site area.

## **The Design Approach**

Staff and the consultants pursued a design approach that involved preparing three generic street design configurations for the street: the Central Median (incorporating a wide, treed central median), the Flexible Amenity Zone (incorporating a treed central median and landscaped parking spaces that can be used for café seating, vendors and other activities i.e. an amenity zone) and a Multiway Boulevard (with sideroads, separated from through traffic by treed medians similar to European Boulevards). (See Appendix B)

Using these three generic street design configurations, each block was analyzed for the potential to incorporate their features. This resulted in two options being prepared: a Flexible Amenity Zone/Central Median Hybrid and a Multiway Boulevard. Lastly, these two options were combined utilizing the best of each option to form the Preferred Concept.

## **The Proposed Concept for Pacific Boulevard**

The City's consultant, Cityworks, has written an analysis of Pacific Boulevard and a description of the proposed concept for Pacific Boulevard (see Appendix C). An edited version is below.

“Pacific Boulevard, from the Burrard intersection to Nelson Street, must serve a wide variety of users, present and future, both those living and working within and those passing through

the North False Creek neighbourhood: pedestrians, cyclists, transit users and vehicles, skaters and “boarders,” and drivers. Understanding that maximizing the travel environment for each type of user is not possible, a re-design for the street should seek to give everyone “a lot,” while no one may get everything they want. Within this general approach, the proposed schematic design gives priority to pedestrians and to slower and moderately paced vehicular movement.

Because of its citywide and neighbourhood significance, Pacific Boulevard should be noteworthy as having a single, unified design while at the same time giving recognition to the distinct functional needs and physical constraints of four sections through which it passes: the somewhat constrained northwestern section from the Burrard Street intersection to Howe Street; the sloping section from Howe Street to Homer Street that passes beneath the Granville Bridge and abuts new and potential development on both the water and landward sides; the “high street” retail, residential and park area from Homer Street to Cambie Street; and the predominantly residential section from Cambie Street to Nelson Street.

The proposed schematic design achieves a sense of wholeness through a central median running the length of the street that is treated in an urban manner. Large, closely planted trees for the one kilometre length of the median, as well as along the sidewalks, are a major unifying element, as are sidewalk bulges to facilitate easy pedestrian crossings at most intersections. Sidewalk trees will be of one species, of one color, while the median trees will be a second species with a different color. Without changing recently constructed curbs in the High Street area, auto lanes are kept to an appropriate minimum width throughout to encourage moderate rather than fast travel.

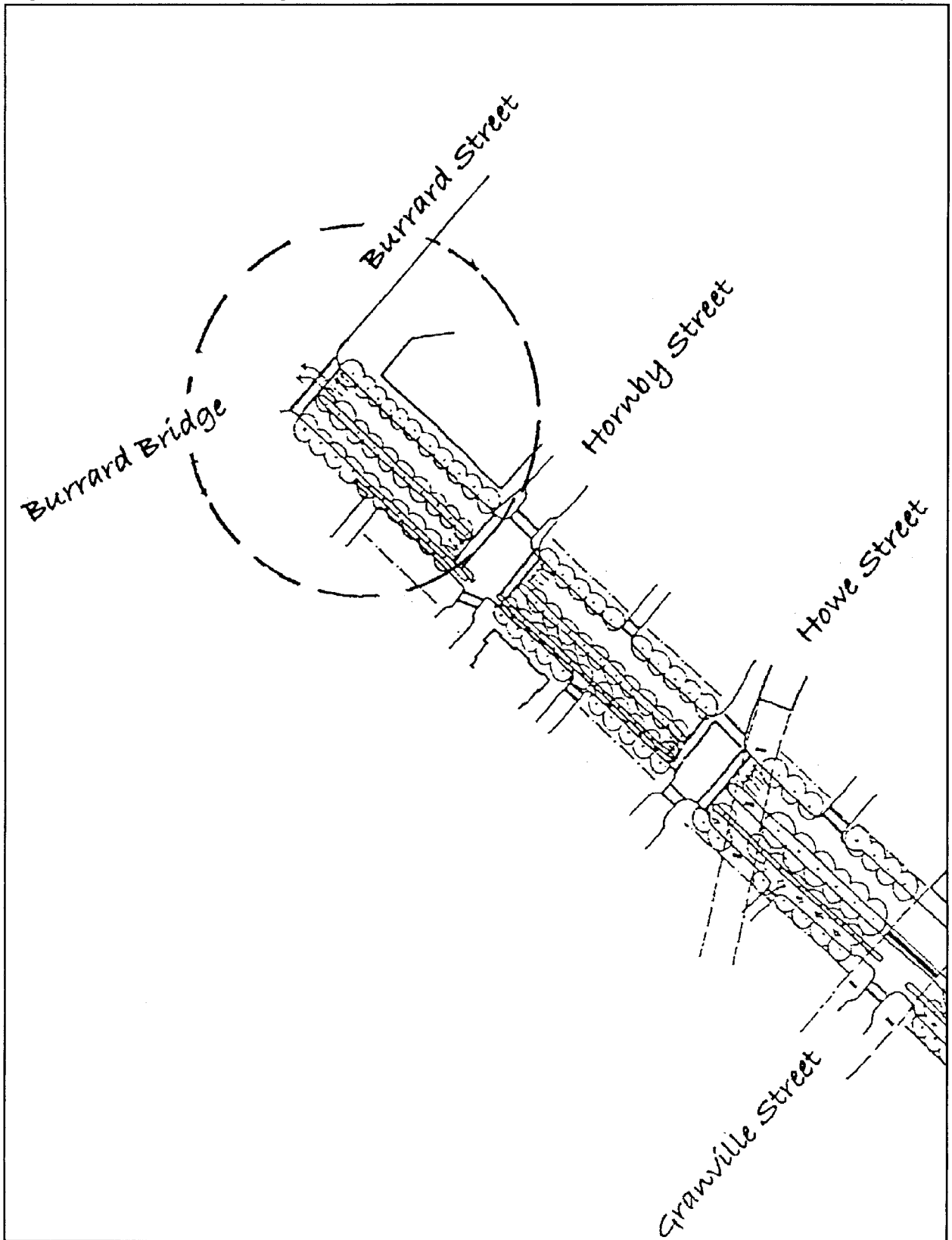
Within the straightforward unifying central median and the long lines of trees along the sidewalks, the design responds to the needs and potentials of the four areas through which the street passes.

### **The Pacific Street Transition: Burrard to Howe**

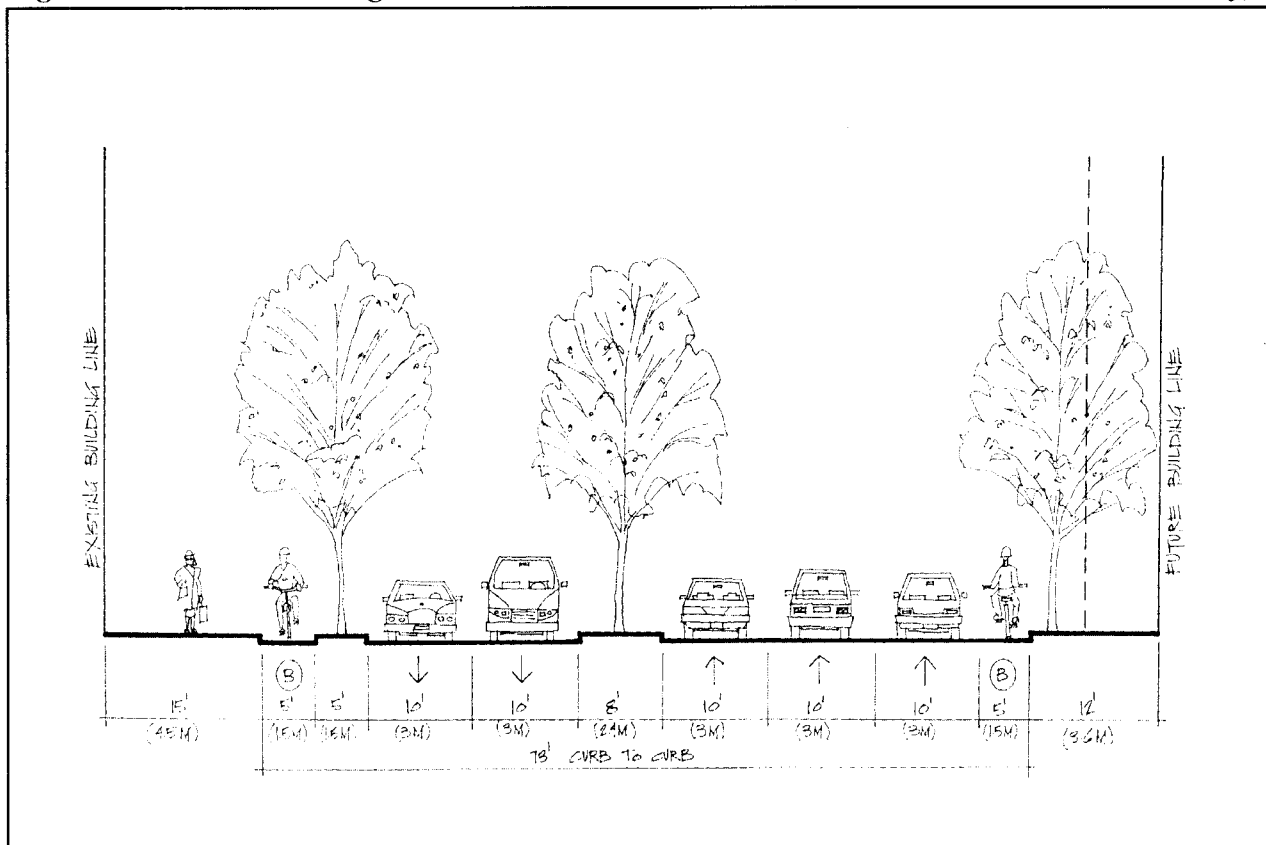
While accommodating the considerable and complex vehicular traffic at the Burrard Street intersection, the design, from Burrard Street to Howe Street, pays special attention to bicycle traffic, enhancing movement along the waterside by provision of a separate tree-lined bike way. The tree-lined median in the center of Pacific Boulevard announces the start of the new road as it descends into the False Creek Neighbourhood, and takes attention away from the visually disruptive Granville Bridge overpass. Pedestrian travel is made more comfortable by the addition of the trees between the walks and the roadway. Given the unsettled Burrard Bridge pedestrian/bicycle future, a detailed design for the first block east of Burrard has not been attempted.



*Figure 2: Schematic Design Plan, Burrard to Howe (Central Median Plus Bike Way)*



**Figure 3: Schematic Design Section, Burrard to Howe (Central Median Plus Bike Way)**

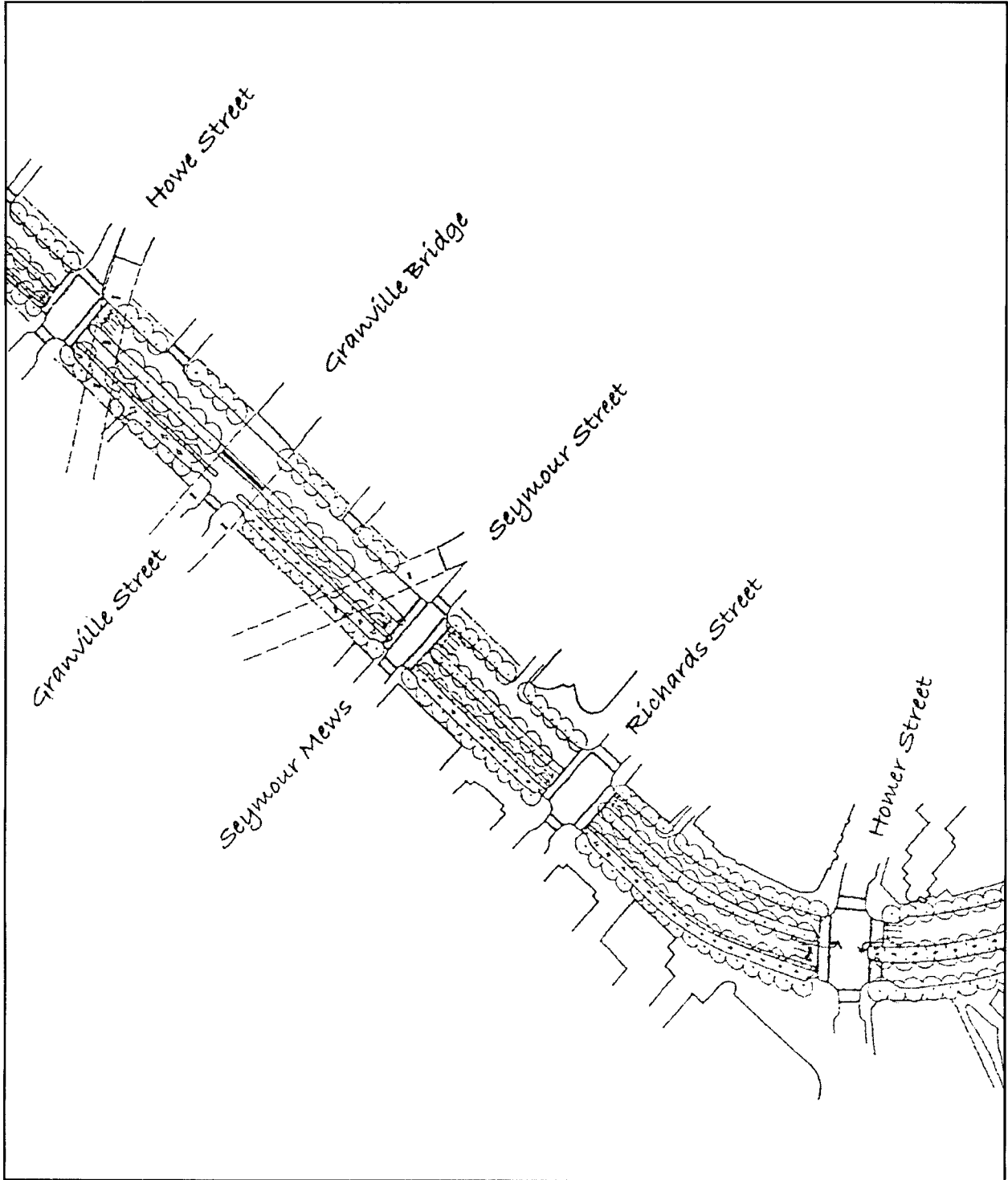


### **The Granville Ramps and The Beach Neighborhood: Howe to Homer**

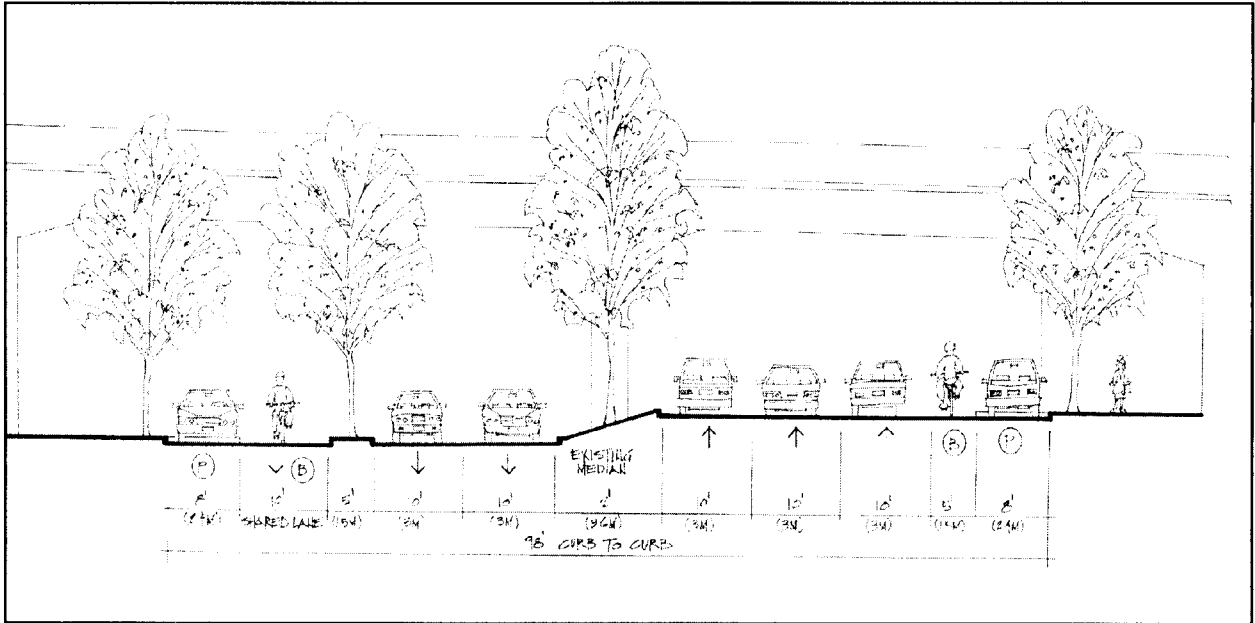
From Howe Street to Homer Street special design elements are directed to humanizing a rather ungainly and somewhat dark section of Pacific Boulevard. The tree planted median continues. To the northeast (or landward side), one or both of the freeway-type ramps to and from the Granville Bridge can be reconfigured as more normal city streets, with right turns similar to intersections throughout the city. This redesign will make travel along the landward side of Pacific Boulevard easier and comfortable for cyclists and pedestrians, and, moreover, will create developable land parcels that can front on normal city streets rather than be locked circular islands inside of freeway ramps. (See: Appendix B)

On the southwest or water side, a one-sided multiway boulevard is created. G10 In essence, for four blocks this side of the street is configured as a classic European boulevard.

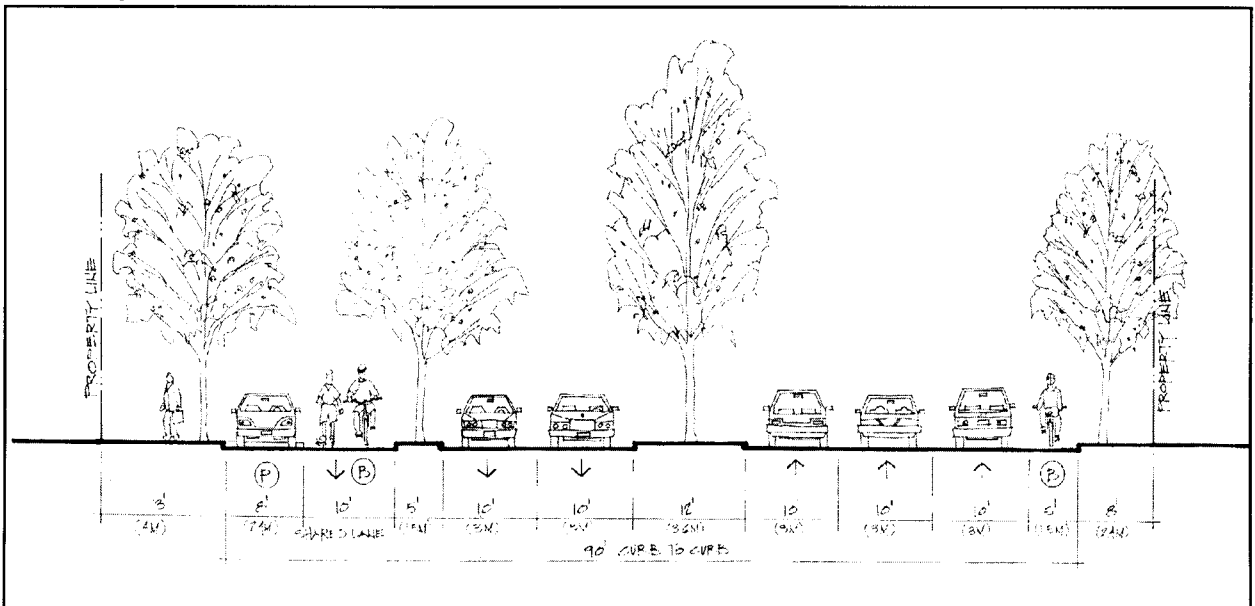
**Figure 4: Schematic Design Plan, Howe to Homer (Central Median Plus One-Sided Multi-way Boulevard)**



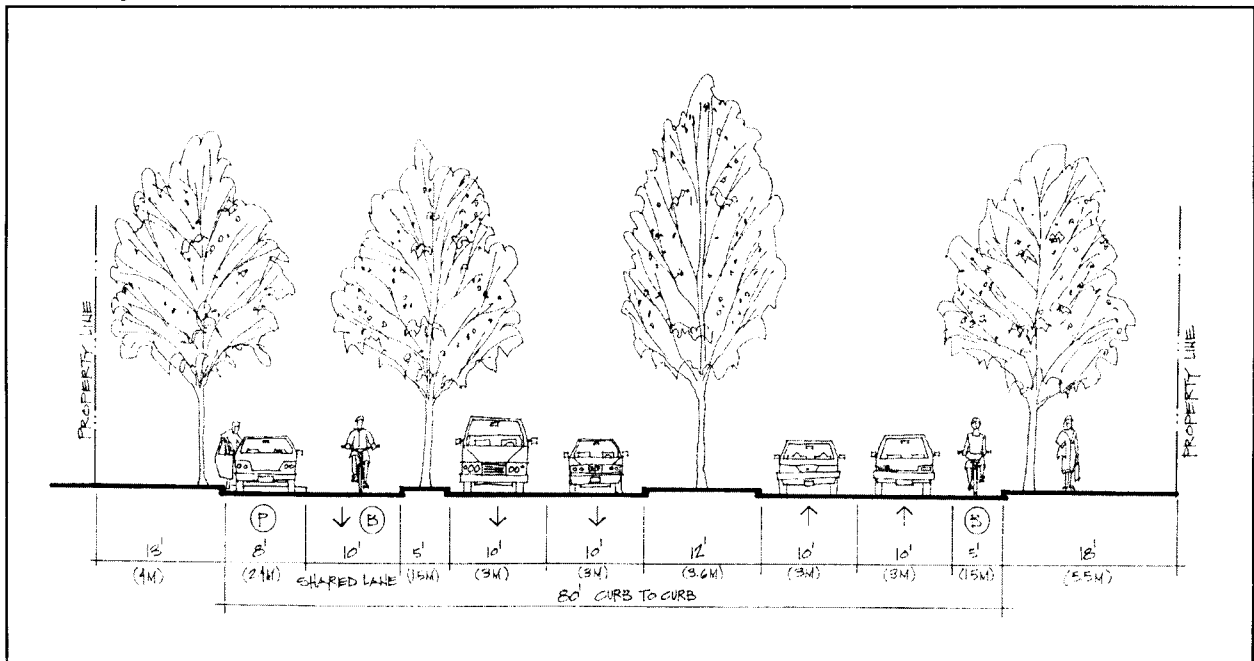
**Figure 5: Schematic Design Section, Howe to Seymour (Central Median Plus One-sided Multiway Boulevard)**



**Figure 6: Schematic Design Section, Seymour to Richards (Central Median Plus One-sided Multiway Boulevard)**



**Figure 7: Schematic Design Section, Richards to Homer (Central Median Plus One-sided Multiway Boulevard)**

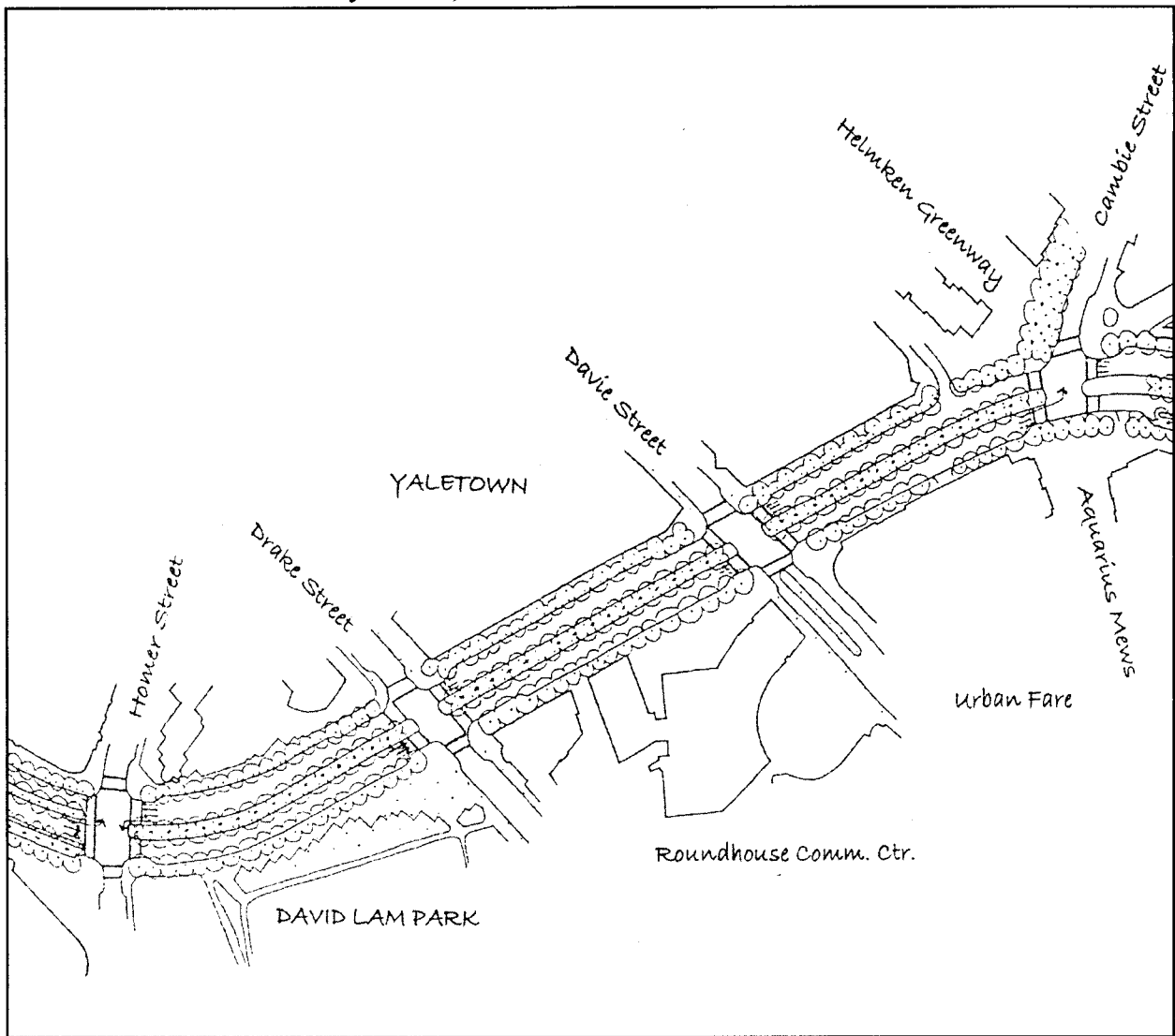


**The High Street: Homer to Cambie** From Homer Street to Cambie Street, Pacific Boulevard is North False Creek’s “High Street” area. A priority in this area is to tighten intersections, particularly at Davie and Cambie, to facilitate pedestrian crossings. Through this section, the central median is 6.1 m (20 feet) wide and contains two rows of closely planted trees and a paved pathway lined with amenities such as benches, kiosks for vendors, sculpture, art projects and the like. In time, the median may become the home of special uses, such as flower-selling, or a lineal seed and herb market, or something similar of value.

West of the Davie Street intersection, the central median also serves as a station for the future streetcar line that travels on either side of the median before turning up Drake Street. (Should it be determined that the streetcar runs in the central median then it would do so between two rows of trees.)

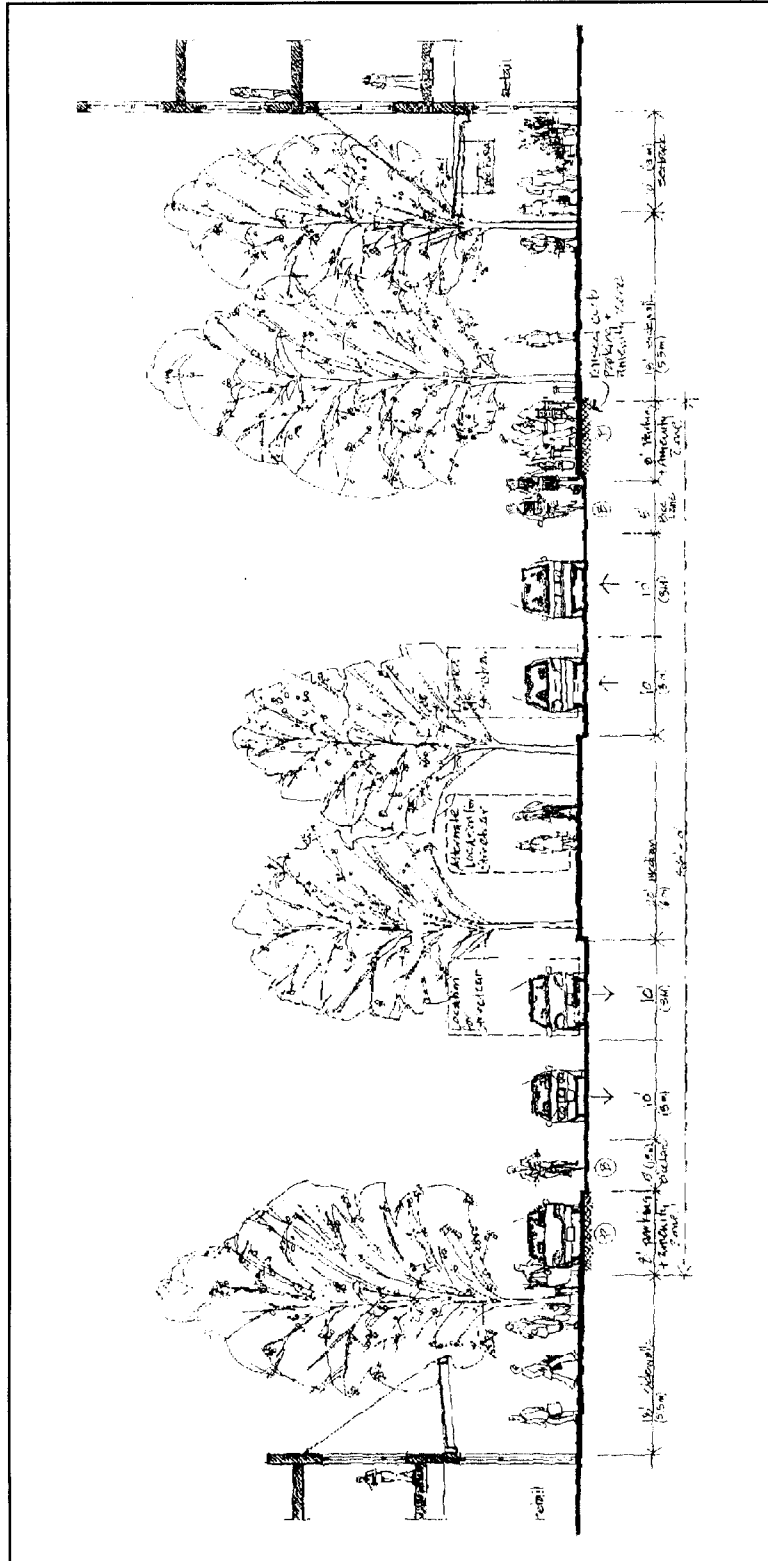
Within the High Street area, from Drake to Cambie, an additional amenity zone is created along the sidewalks. Here, parking lanes are raised to the level of the sidewalk, separated by the existing curb line and bollards. By a variety of means, these parking lanes can be used in part and when and where desired, for restaurant seating and service, vending kiosks, and sitting areas. This is particularly likely to happen within or adjacent to the widened sidewalk bulges at Davie and Cambie. Moveable planters can create simple but effective barriers between the central traffic and the people uses on the transformed parking lanes.

**Figure 8: Schematic Design Plan, Homer to Cambie “High Street” (Central Median Plus Flexible Side Amenity Zones)**

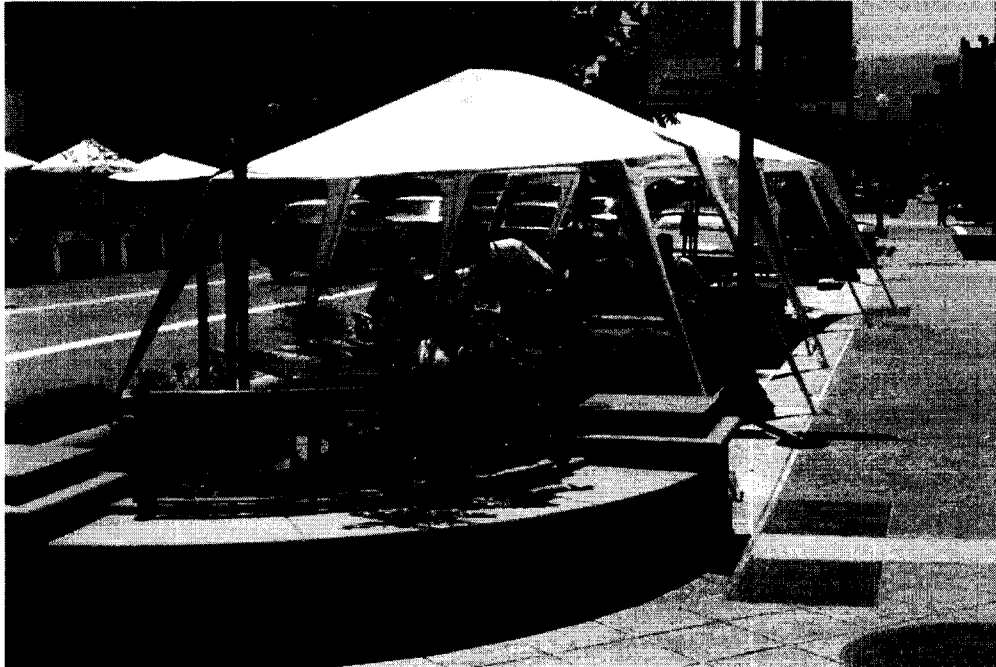
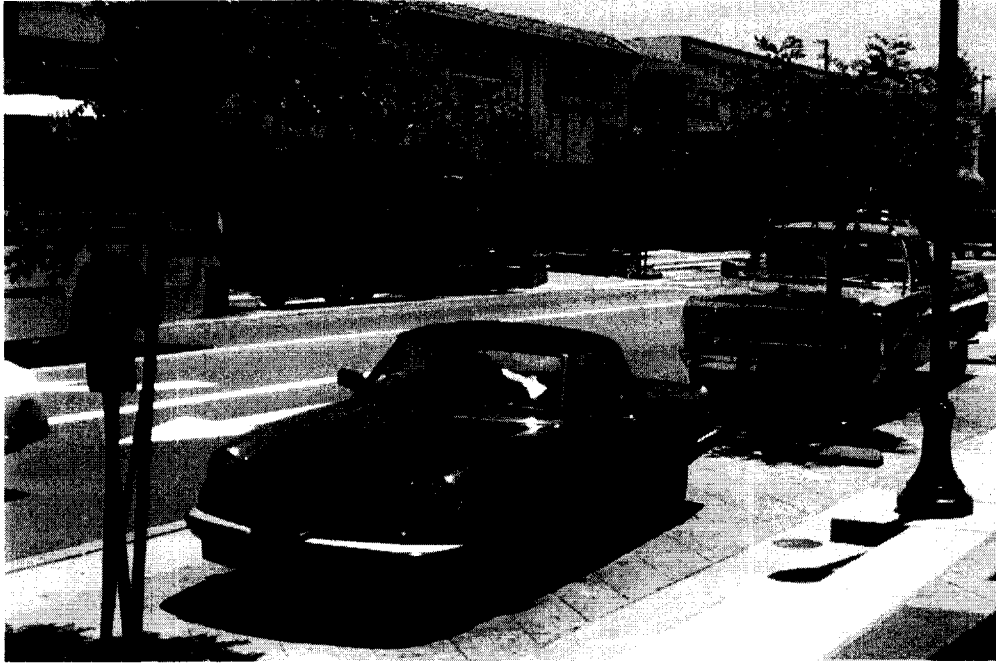


New, large trees on the walks will infill (or replace) those in place to provide a continuous overhead canopy.

**Figure 9: Schematic Design Section, Homer to Cambie (Central Median Plus Flexible Amenity Side Zones)**



*Figure 10: Examples of Flexible Amenity Zone Uses*





## **The Cambie Transition: Cambie to Nelson**

The last (or first) section of Pacific Boulevard, Cambie to Nelson, starts with a significant change at the Cambie intersection, to make it much smaller and human in scale. The design proposes that Cambie Street itself can be narrowed to two rather than four moving lanes, making possible a much widened shaded pedestrian realm on the northwest side of the street at the end of the Helmcken Greenway. East of Cambie, a one-sided multiway boulevard will once again provide a slow-paced pedestrian realm for the commercial and residential uses that face it, replacing the near-speedway that exists. The streetcar will travel on the north side of Pacific Boulevard at this location, entering the central median at Cambie.

In all, then, the vision of a future Pacific Boulevard is of a sensuous, moderately paced public right-of-way with a continuous, urban tree-lined median that becomes an extension of the waterfront parkway circulation system to the northwest, that in some places is wider than at present in order to better accommodate cyclists and pedestrians and is tighter at other places where it is currently too wide, and that caters to local neighbourhood uses as well as through movement uses.” (See: Figures 11)

## **Transportation Review of the Proposed Concept**

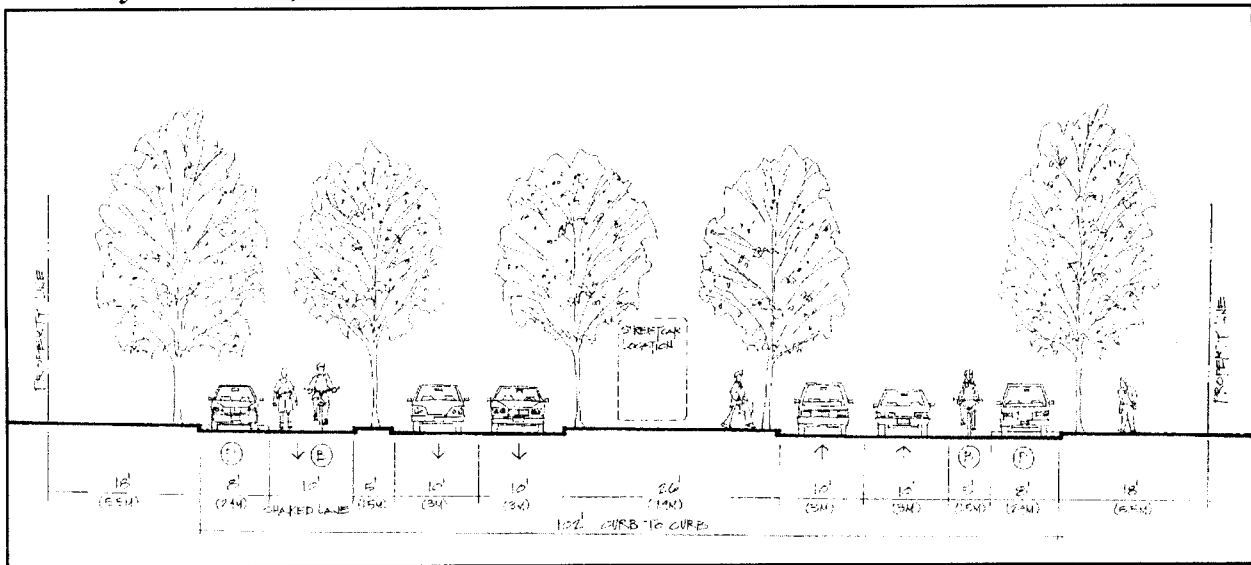
### **Present and future traffic volumes**

Within the study area, there are two locations where traffic congestion currently occurs - the westbound approaches to both Davie and Burrard Streets in the afternoon rush hour. Future traffic volumes have been modeled as part of the draft Downtown Transportation Plan for the year 2021. For the neighbourhood that surrounds the study area 2021 represents near buildout. The model shows that, for eastbound traffic and for westbound traffic west of Davie, future traffic volumes are largely the same as they are today. By 2021, the only significant change in traffic volumes occurs for westbound traffic approaching Davie Street. The proposed street design can satisfy all existing and projected traffic demand to 2021.

### **Current transportation issues**

Many of the current transportation issues for Pacific Boulevard are related to the width of the street. In particular where Pacific Boulevard is at its widest near the intersections of Homer, Drake, Davie, and Cambie, long crosswalks require more “green time” to be devoted to cross streets with relatively low traffic volumes, resulting in more delay for Pacific Boulevard traffic. The proposed street design addresses this issue with pedestrian and bus bulges at most crosswalks and with a large centre median that provides a refuge for pedestrians. Left turn bays are removed at Drake and Davie intersections. To some extent, the wide centre

**Figure 11: Schematic Design Section, East of Cambie (Central Median and One-Sided Multiway Boulevard)**



median can function as a short left turn bay. The bulges reduce the time required for a pedestrian to cross the street thereby improving the comfort of the crossings and the flexibility of traffic operations on Pacific. Location specific issues are discussed below.

#### The Davie Street Intersection

Without changes to the intersection at Davie Street it is projected that congestion would increase over time for westbound traffic at this already congested location. Right turns from Pacific onto Davie are three times the volume of left turns. The proposed street design for Pacific would create a right turn lane for the westbound approach to Davie Street. This right turn lane would compensate for the loss of the left turn bay and would reduce the current and future traffic delays for westbound traffic at the intersection. Traffic delays could further be reduced by the implementation of the proposed pedestrian and bus bulges.

#### The Cambie Street Intersection

The Cambie intersection can be confusing for westbound motorists as four traffic lanes transition to two lanes just beyond this intersection. The proposed street design would reduce these lanes to reduce the confusion and shorten the crosswalks. In the eastbound direction the dual left turn bay would be eliminated from Pacific Blvd. and replaced by a single left turn bay or, subject to further study, eliminated altogether.

#### The Granville Ramps

The normalization of the ramps would improve overall safety under the Granville Bridge.

## **Park Board Review of the Proposed Concept**

The success of the greening of this concept is dependent on flourishing large scale street trees. Presently there is a lack of native soil along Pacific Boulevard, and all trees intended to mature to a large size will need to be planted in imported topsoil of sufficient volume. Appropriate provisions must be made in the design of the central boulevard and the sidewalks to accommodate the desired size of tree. The illustrative cross sections show insufficient area for tree pits relative to contemplated tree size. In the design development phase of this project this issue needs to be fully addressed.

This concern is underscored by a recent experience involving the Oak trees planted along Pacific Boulevard between Richards and Drake Streets in the early 1990's. These were not planted with sufficient soil volume to mature to a significant size, nor were they planted with the now-required root barriers. Unfortunately the sidewalk must be retrofitted with topsoil in subgrade vaults and root barriers if there is to be a reasonable expectation of those trees reaching a significant size.

## **Public Comments**

The preparation of the Preferred Design Concept involved extensive public participation including:

- an Open House for initial ideas and issues to assist in preparing a design concept;
- an all afternoon series of events at the Roundhouse Community Centre which included an Open House, a walking tour, a slide show by Allan Jacobs on 'Great Streets' and a creative design workshop involving the public;
- a final Open House where the Preferred Design Concept was presented;
- other meetings with such groups as the Bicycle Advisory Committee, the Yaletown Business Improvement Association, the Board of Trade and the Downtown Vancouver Association.

Overall, comments from the public and groups have been positive. There was much support expressed at all meetings for initiating design changes to the street. Particular interest was noted for greening the street with landscaping and more trees, animating the sidewalks on the commercial High Street portion of Pacific Boulevard and providing sidewalk amenities such as fountains and seating.

Some raised concerns that the Central Median would not be used in an active way, as envisioned by the Preferred Schematic Design, and some favoured the Multiway Blvd for the High Street.

The concerns about the use of the Central Median point to the importance of the next stage of detailed design work to ensure that the median be treated in a special way so as to attract people and activities to it.

At the final Open House, almost two thirds (64%) of those giving a comment sheet favoured the Preferred Design Concept and 30% of those responding preferred other options. Appendix D provides a summary of the public comments received. Appendix D also summarizes the comments from the Bicycle Advisory Committee, which supports provision of a facility for bicycles on Pacific Boulevard. The possibility achieving a continuous bike lane on the south or water side for commuter cyclists will be examined in detailed design.

## **NEXT STEPS**

Implementing the re-design of Pacific Boulevard will require considerable resources, from a variety of sources. The plan should be implemented incrementally and on a strategic basis, as opportunities emerge to implement the plan.

The implementation approach will involve:

- Detailed costing and design of the Preferred Schematic Design for Pacific Boulevard;
- Detailed review of funding sources;
- Public input and additional discussions about detailed design issues with adjacent property owners, residents, businesses, the Bicycle Advisory Committee and other interest groups.

The first phase of implementation of the proposed plan will be the Concord Pacific Beach Neighbourhood frontages from Homer to Seymour. With residential development underway in the Beach Neighbourhood, streetworks will need to be completed in the fall of 2002.

The next phase of implementation, including priorities, will be recommended once staff have conducted a more thorough review of capital sources and held further discussions with the community.

## **Detailed Designs and Costing: Financial Implications**

An urban design consultant and landscape consultant, associated resources, and public involvement budget are necessary to finalize the detailed designs and cost estimates for Pacific Boulevard from Burrard to Nelson St. Appendix A outlines the subjects requiring further study to finalize the detailed design plan. The suggested source of funding is the 'Greenlinks' fund which has been established for False Creek North to improve pedestrian, cyclist, and transit links to the downtown from Concord Pacific developments.

Staff will develop detailed construction drawings following the Preferred Schematic Design with the urban design and landscape consultant, in consultation with stakeholders in the coming months. As noted in Recommendation C, staff will report back to Council with a final detailed design and costs prior to the initiation of streetworks.

The following budget of \$58,500 is proposed for the preparation of the plans.

Consultancies (Including GST)

Urban Design/Landscape Architect	\$47,000
Graphics/Illustrations	\$ 1,500
Public Involvement Creative Community Workshops (4 workshops; hall rental, refreshments advertising, overtime)	\$5,000
Associated Resources Temporary Staffing	\$5,000
<b>GRAND TOTAL</b>	<b>\$58,500</b>

**Products**

The products of the next phase of work will be:

1. Detailed street designs with urban design and tree planting details and standards;
2. Detailed cost estimates; and
3. Presentation drawings for public meetings and Council presentation.

**Timing**

It is proposed that the study be initiated in May and conclude in November 2002. The Beach Neighbourhood frontages plan will have to be finalized first, so as to allow Concord Pacific to proceed with streetworks in accordance with their established construction schedule.

## **Study Coordination**

Staff liaison will be with designated Planning and Engineering staff. The detailed design phase will be completed to the satisfaction of the Director of Current Planning and the General Manager of Engineering Services.

## **Sources of Revenue**

At the current stage, the following potential funding sources have been identified:

**'Greenlinks' Fund** - It is anticipated that the City will receive approximately \$191,000 prior to occupancy of a new development at 858 Beatty Street. These funds will be deposited to the Greenlinks fund with the intent that they be used for pedestrian, cycling, and transit connections in False Creek North (from Concord Pacific) and could be used for Pacific Boulevard improvements and, as noted above, to fund further work of the detailed design development. On an interim basis it is recommended that funding for detailed design development be paid out of Contingency Reserve, which will be replaced once payment has been received from the 858 Beatty Street development.

**Pacific Boulevard Public Realm Improvements** - The proposed 2002 Streets Basic Capital Budget will include \$200,000 for alterations along Pacific Boulevard between Burrard and Nelson.

**Burrard Bridge Improvements and Bridgehead Study** - Council has endorsed further study (March 26<sup>th</sup>, 2002) of options to increase pedestrian and cyclist capacity on Burrard Bridge. Council has provided \$7 million of funding for improvements to the Burrard Bridge and additional funds will be sought as part of the 2003-2005 Capital Plan. The design for the Burrard Bridge ped/bike facility is underway and will include a re-design of the Burrard and Pacific intersection. The possibility of using part of allocated Capital Plan funds for street improvements from Burrard to Hornby should be considered as the Burrard Bridge study evolves.

**Local Improvements (with BIA contribution)** - Staff will pursue discussions with the Yaletown Business Improvement Association regarding BIA support and resources to implement aspects of the Pacific Boulevard re-design plan, especially for improvements adjacent to commercial frontages and for programming.

**Translink** - Shared funding from Translink for bus bulges and other transit improvements throughout the Pacific Boulevard study area will be pursued .

**The Streetcar on Pacific Boulevard** - Future phases of the streetcar project should consider the Pacific Boulevard re-design plan and opportunities to achieve suggested improvements from Drake through the Nelson intersection. A submission has been made to the 2003-2005 Capital Plan and the General Manager of Engineering Services has applied to senior governments for additional funds to implement the first part of the streetcar project, from Granville Island to Waterfront Station (Phase 1). Currently, the possibility of a private-public partnership for streetcar implementation is being studied.

**Concord Pacific** - As noted above, staff will pursue discussions with Concord related to the Beach neighbourhood streetworks and other possibilities for funding street improvements.

### **Other Issues - Future Work**

**Bike Lanes on Pacific Boulevard** - Prior to this study, resources were committed to implement bike lanes on Pacific Boulevard in the near-term. Painted bike lanes could be implemented in the interim. In principle, painted bike lanes should take into account the long-range design for the street wherever possible.

**Granville Bridge Ramps**- As noted earlier, the re-design plan indicates a new form of land sub-division on the north side of Pacific Boulevard between Howe and Seymour. The idea to create one or two new roads, connecting Drake to Pacific, between Seymour and Howe (in lieu of one or both of the Granville Loops) emerged in the study process in conjunction with the Downtown Transportation Plan. Doing so would create a more normal street grid in the area and provide new connections between Granville/Drake across Pacific Boulevard, leading down to the seawall under the Granville Street bridge. It would also create more marketable development parcels (mostly city owned).

Staff will further study what change is possible between the Granville Ramps (Recommendation D). This work item will require public input and discussions with Real Estate Services, adjacent property owners and businesses, and should be coordinated with the design development of a suspended pedestrian and cyclist connection under the Granville Street Bridge, requested by Council March 26<sup>th</sup>, 2002 (False Creek Pedestrian and Cyclist Crossing Final Report)

### **Conclusion**

Dating back to the early part of the last century, Vancouver has a tradition of taking particular care in the planning and design of its streets. Council's initiative to pursue a redesign of Pacific Boulevard continues this tradition. If implemented with care, this re-design could result in the emergence of a truly great street.

**OUTLINE OF FURTHER WORK FOR DETAILED DESIGN PLANS**  
(Prepared by Cityworks)

**Field Information Required for Detailed Design Phase**

- Exact right-of-way dimensions for the street.
  - The schematic design proposals for the various sections of Pacific Boulevard are based on City plans which indicate lane dimensions but not median or sidewalk dimensions. These measurements and hence, the overall right-of-way, have been estimated by scaling the plan. Better right-of-way information is available for the High Street area than the other areas.
- Exact locations of existing trees.
- Existing sidewalk paving pattern, especially at corners.
- Configuration of walls, trees, and hardscape elements where Helmcken meets the Cambie intersection

**Subjects Requiring Further Study**

**Street Trees:**

- Whether or not the existing sidewalk trees in the High Street area should be retained or replaced. (If starting from scratch, Cityworks would recommend a different tree species than what is in place; closer tree spacing, 20'-25' spacing versus the 35' spacing that occurs in some areas; and trees closer to the intersections). In order to make this decision, a survey of the condition of the existing trees should be undertaken to determine if they are root-bound.
  - If existing trees are to remain, then Cityworks recommends infilling with new trees of the same species, as required, to achieve a spacing no greater than 25 feet, as well as planting of new trees of the same species up to the intersections.
  - If new trees are to be planted, then a decision must be made on the species. Cityworks recommends selecting a species that is deciduous, broad-leafed, tall and spreading in shape.
- Tree spacing and species for the central median. Spacing of 15 feet to 20 feet, and a tree species that is deciduous, tall, and has good fall color, either red or yellow, is recommended.

**Streetcar:**

- It needs to be determined whether the streetcar location from Cambie to Drake goes: 1) on the travel lanes next to the central median, or 2) on the central median. From an urban design point of view, it is recommended to have it go in the travel lanes, as this allows the median to be used for other pedestrian amenities.



**Left Turn Lane:**

- Whether or not there must be a left turn lane from Pacific Boulevard northeast onto Cambie.

**Bicycle Facility:**

- Whether or not there is to be a bike slot facility on the north side of Pacific Boulevard (or Expo Boulevard?) between Cambie and Nelson.

**Street Reconfiguration:**

- The exact configuration of the sidewalk amenity zone needs more study. This would include the size of the sidewalk bulges at intersections, locations for mid-block bulges, bollard placement, height of the parking lane/amenity zone (whether it is raised one inch above the travel lane surface or whether it is flush with the sidewalk), etc.
- Exact locations of the new property lines along Pacific Boulevard between Burrard and Seymour.
- Whether or not it will be possible to eliminate the Granville Bridge cloverleaf ramps and reconfigure the blocks to the northeast of Pacific Boulevard between Howe and Seymour with regular grid platting.
- Whether or not it is possible to reconfigure the boundaries of the development plot that lies in the center of the block between Cambie and Nelson, by narrowing it on the south side and enlarging it on the north side. (This reconfiguration must be made in order to achieve a multi-way boulevard along the south side of the street, as shown in the preferred schematic design concept, because it doesn't fit within the existing roadway dimension. It should be noted that the proposed schematic design requires new curb lines all around the whole center block, except along the Nelson Street side, so existing sidewalks, trees, and artwork will/may be impacted.

Existing Conditions  
 Section  
 Cambie to Drake Street

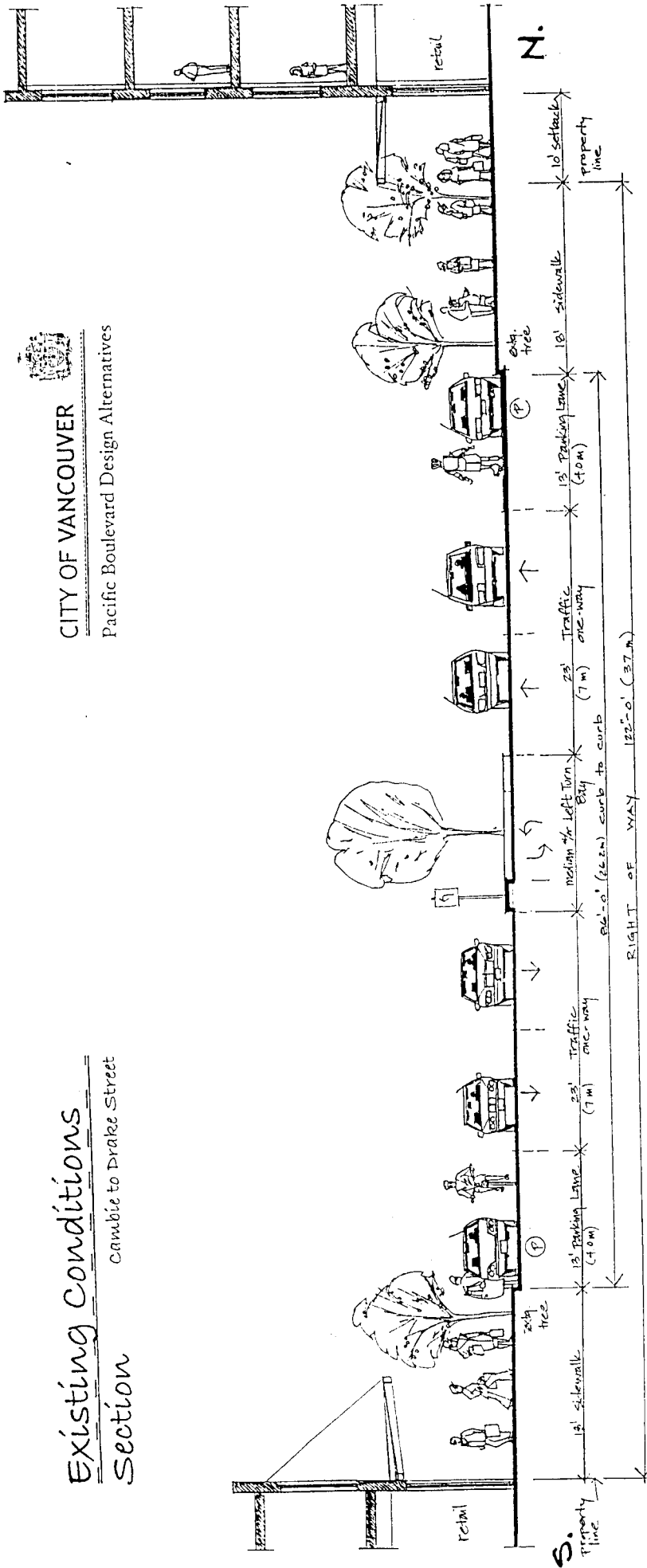
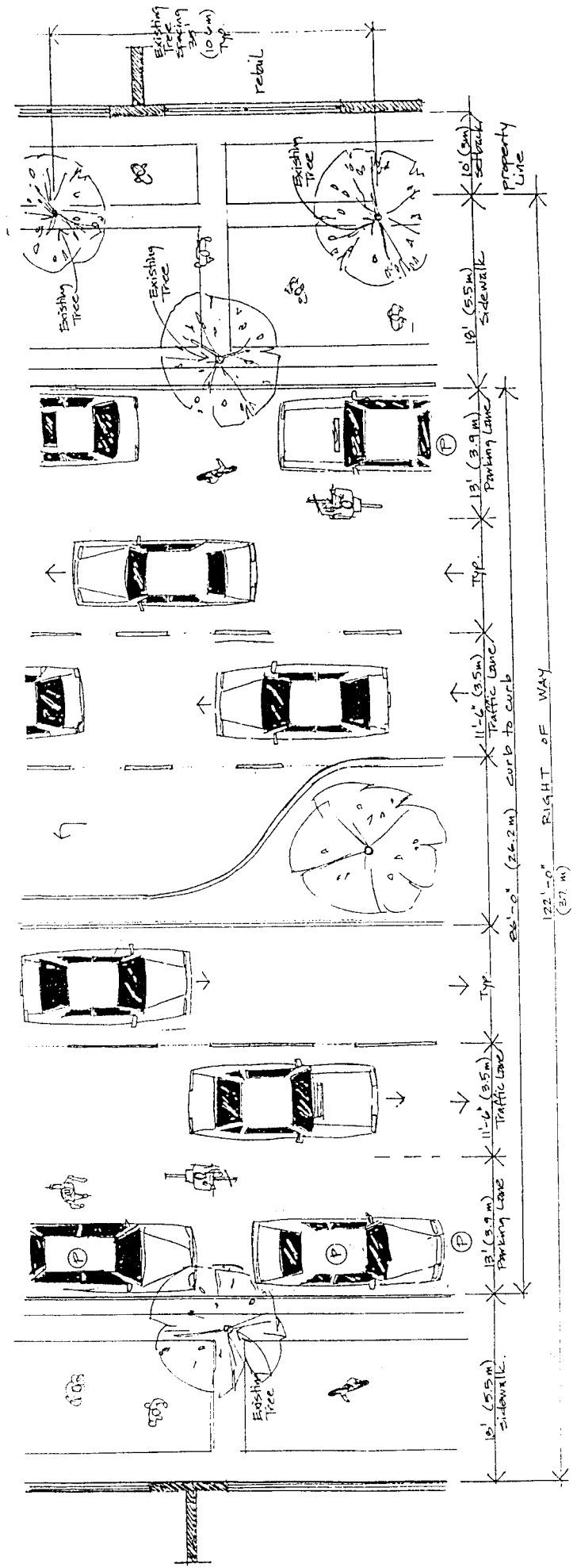


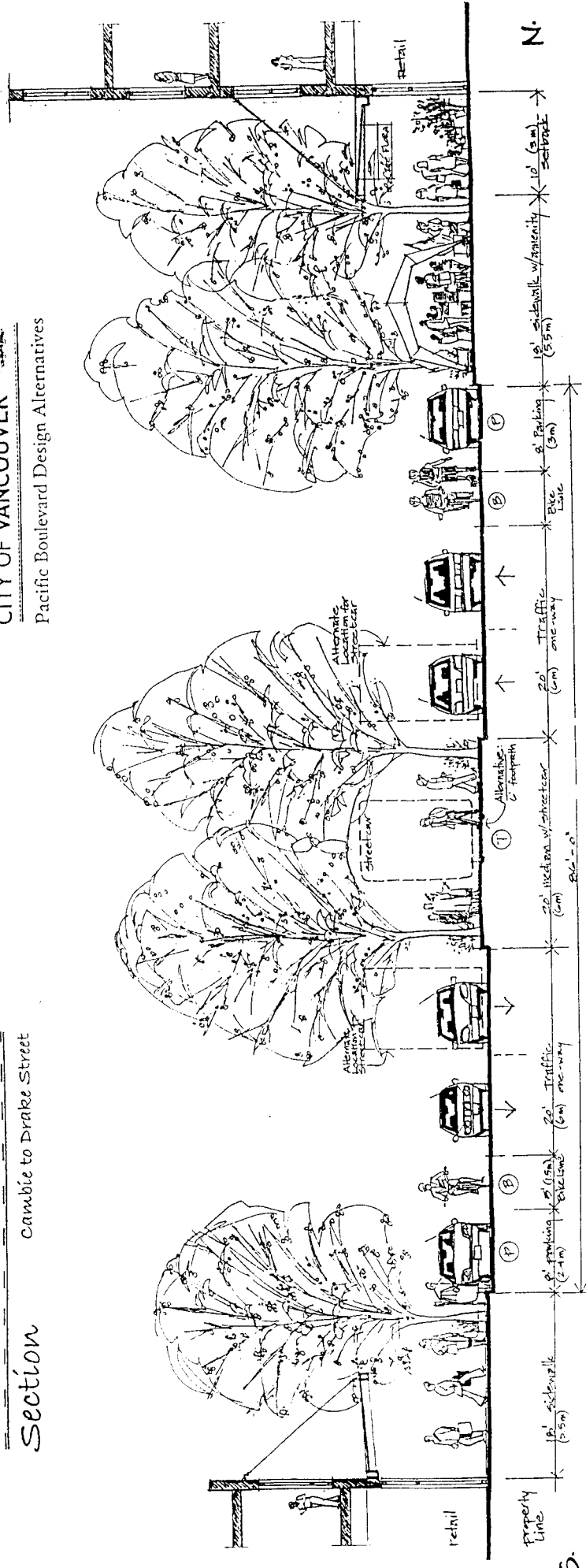
Figure 1:  
 Existing Conditions,  
 Section

**Existing Conditions**  
 Plan  
 Cambie to Drake Street



**Figure 2:**  
 Existing Conditions,  
 Plan

**Central Median Section**  
 Cambie to Drake Street



*Figure 3:  
 Central Median,  
 Section*

S.



# CITY OF VANCOUVER

## Pacific Boulevard Design Alternatives

### Central Median

### Plan

Camble to Drake Street

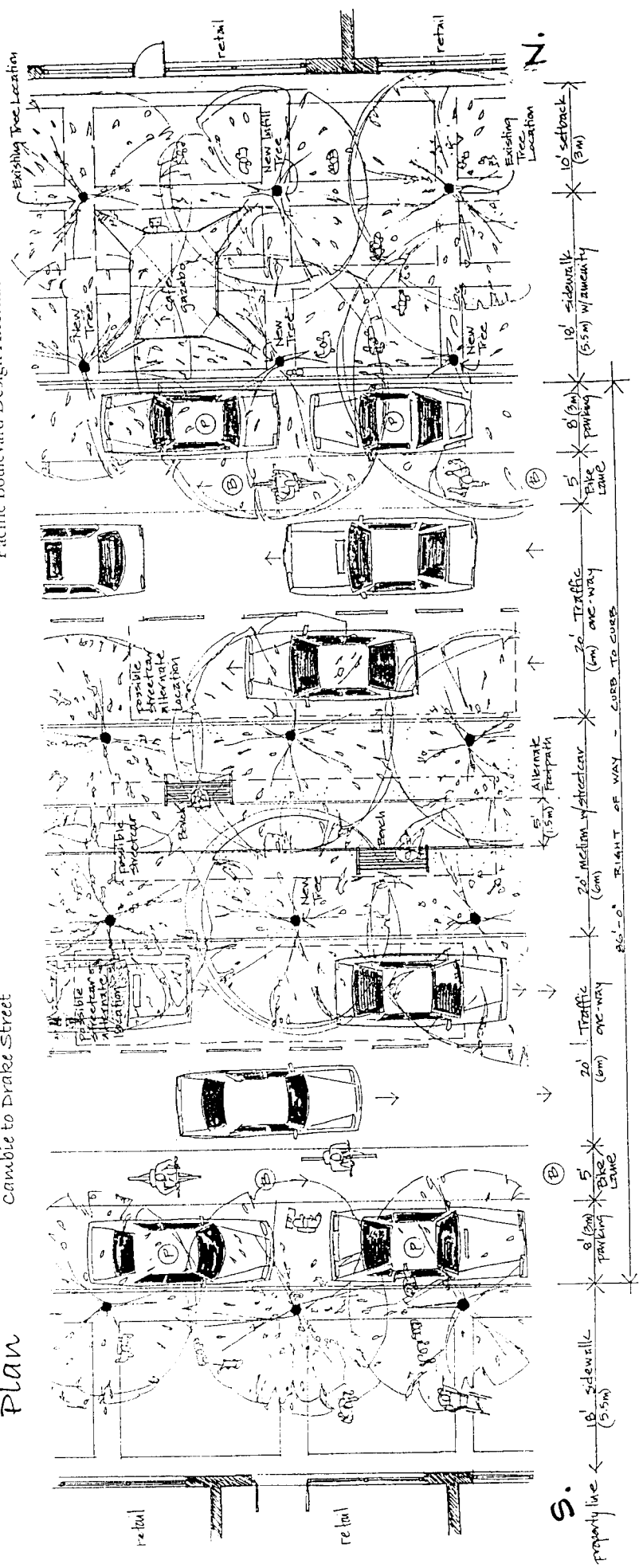


Figure 4:  
Central Median,  
Plan

Flexible Amenity Zone  
 Section  
 Cambie to Drake Street

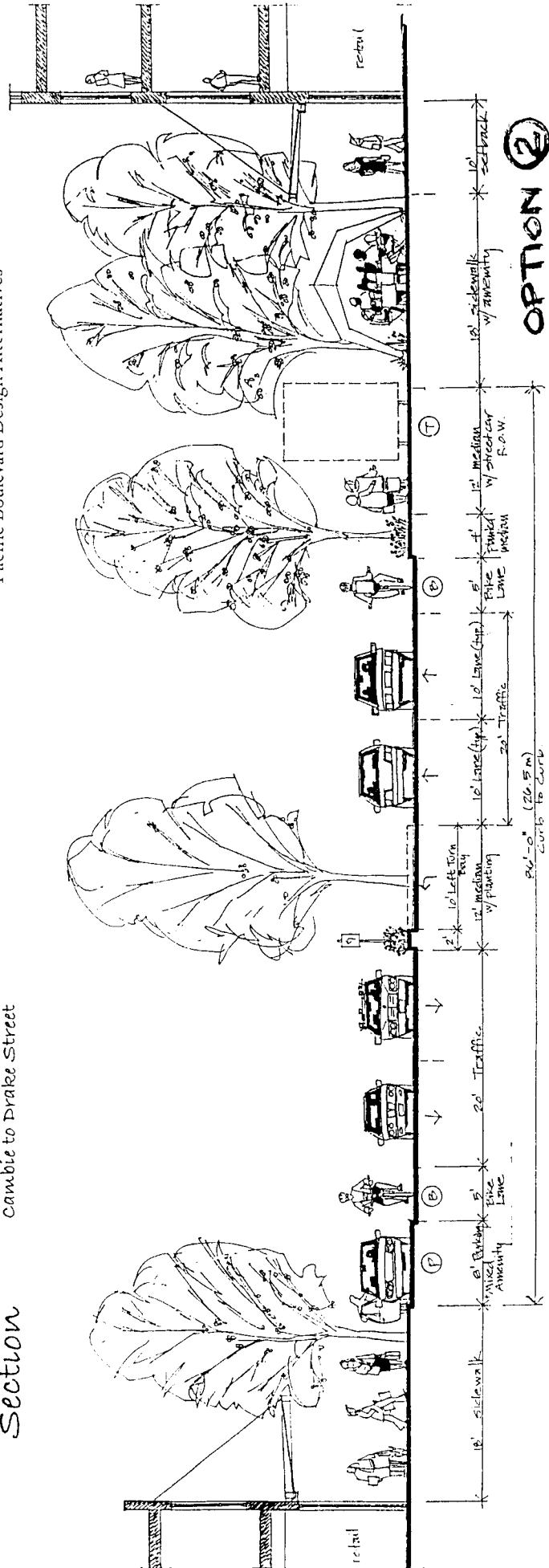


Figure 5:  
 Flexible Amenity  
 Zone, Section

Flexible Amenity Zone  
Plan  
Cambie to Drake Street

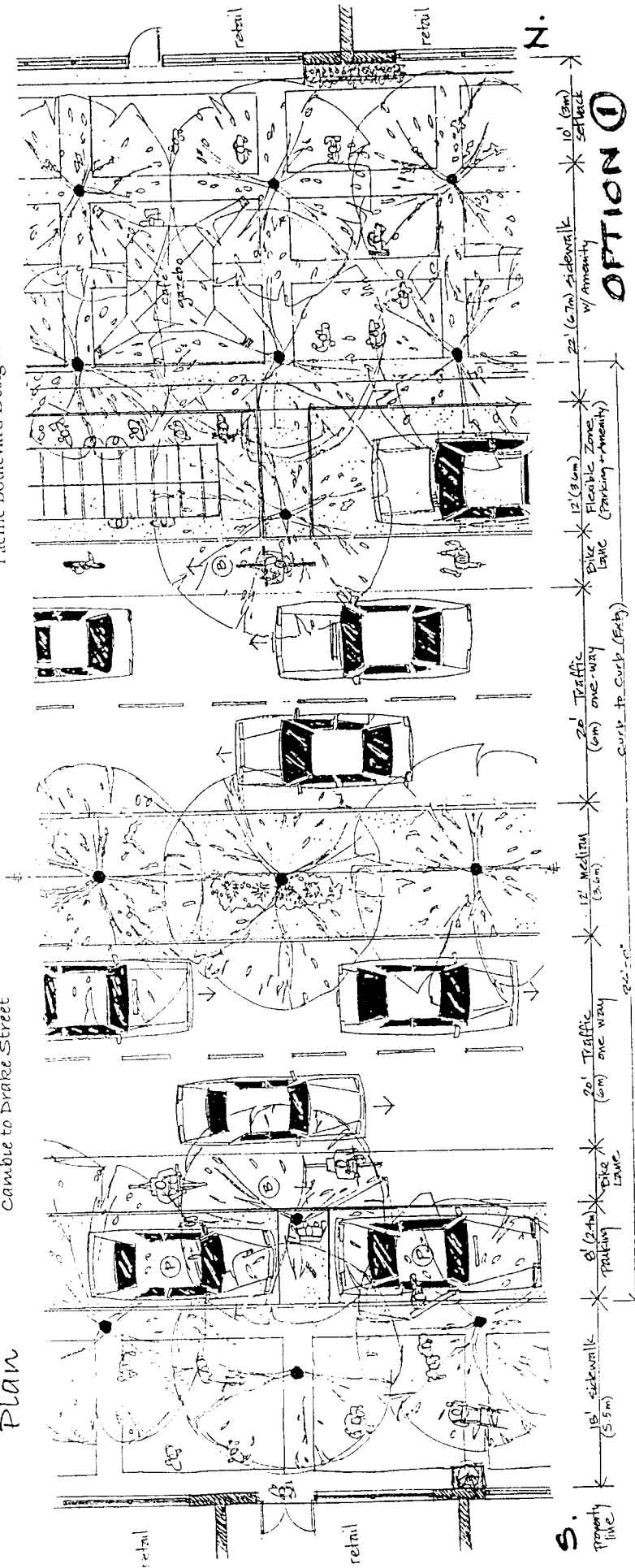


Figure 6:  
Flexible Amenity  
Zone, Plan







CITY OF VANCOUVER

Pacific Boulevard Design Alternatives

Multi-Way Boulevard

Plan Cambie to Drake Street

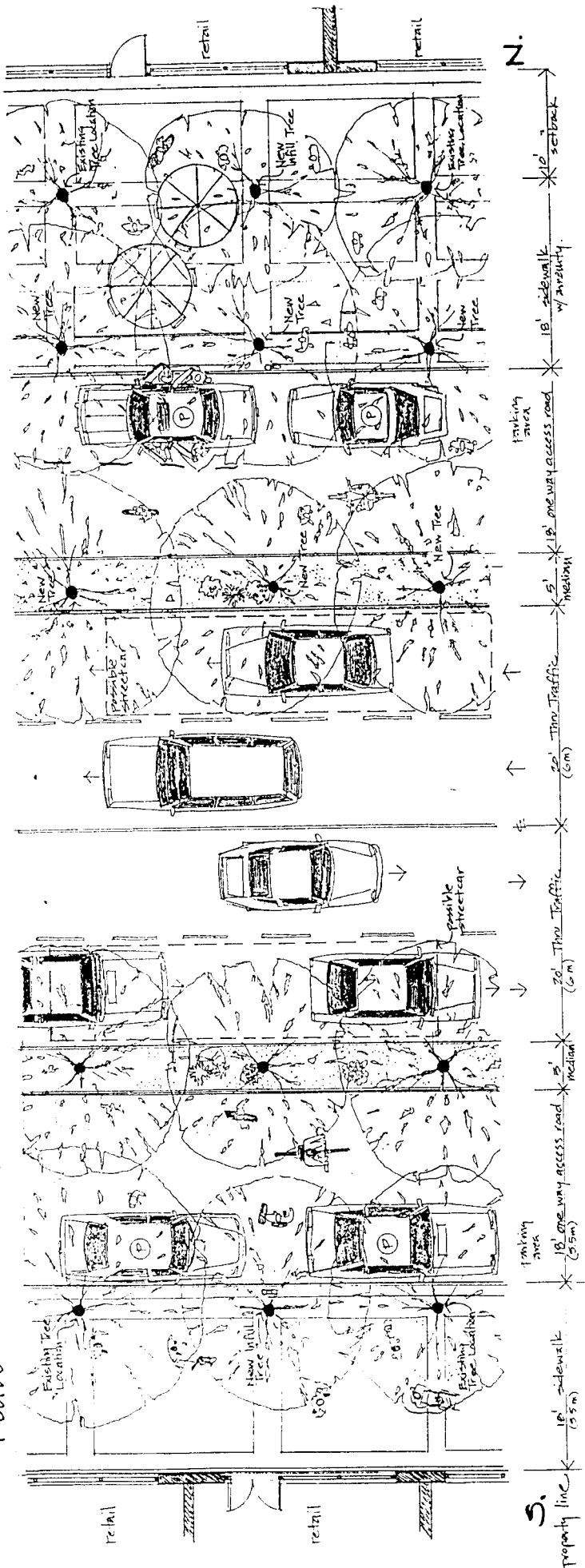


Figure 8:  
Multi-Way Boulevard,  
Plan

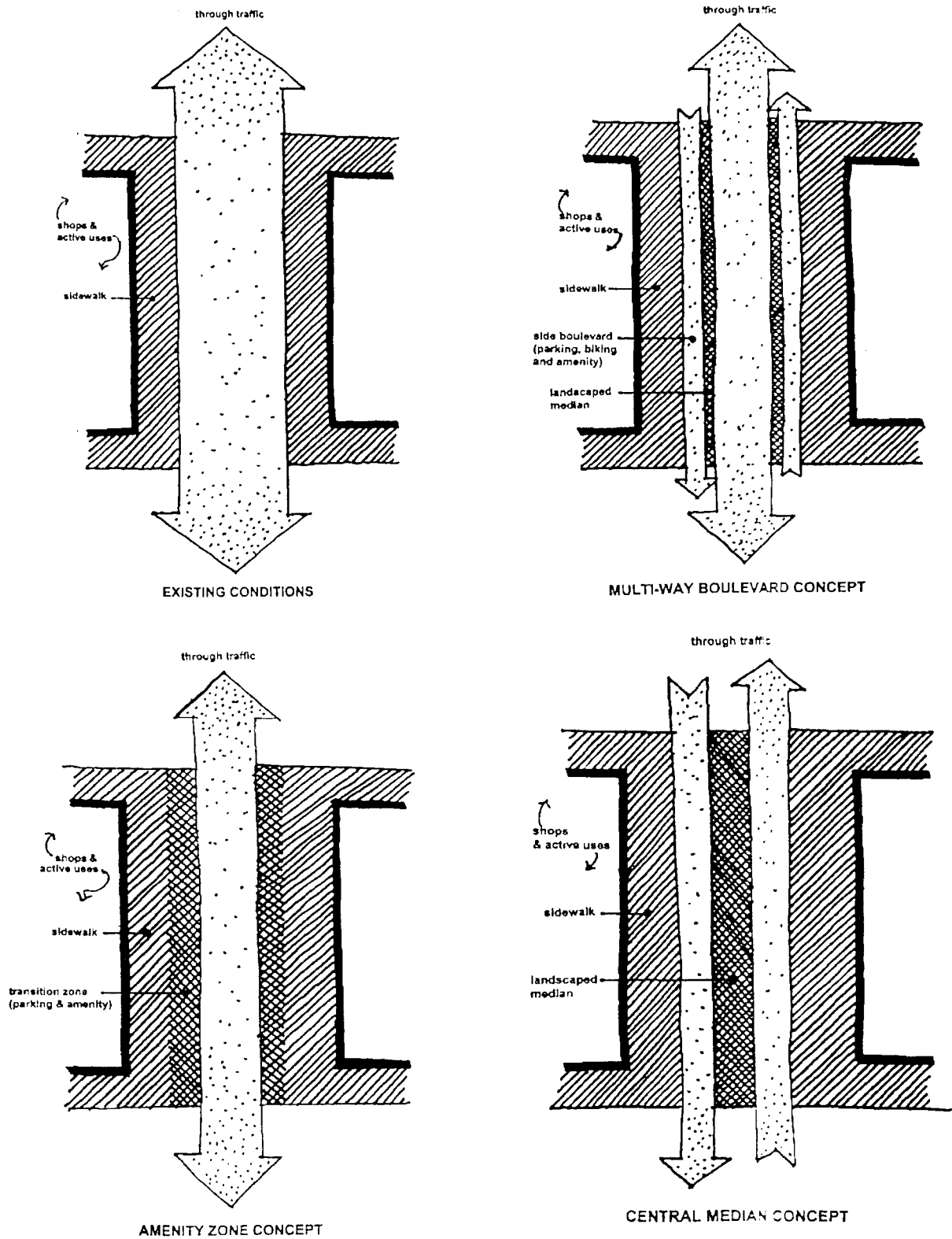


Figure9: Traffic Flows

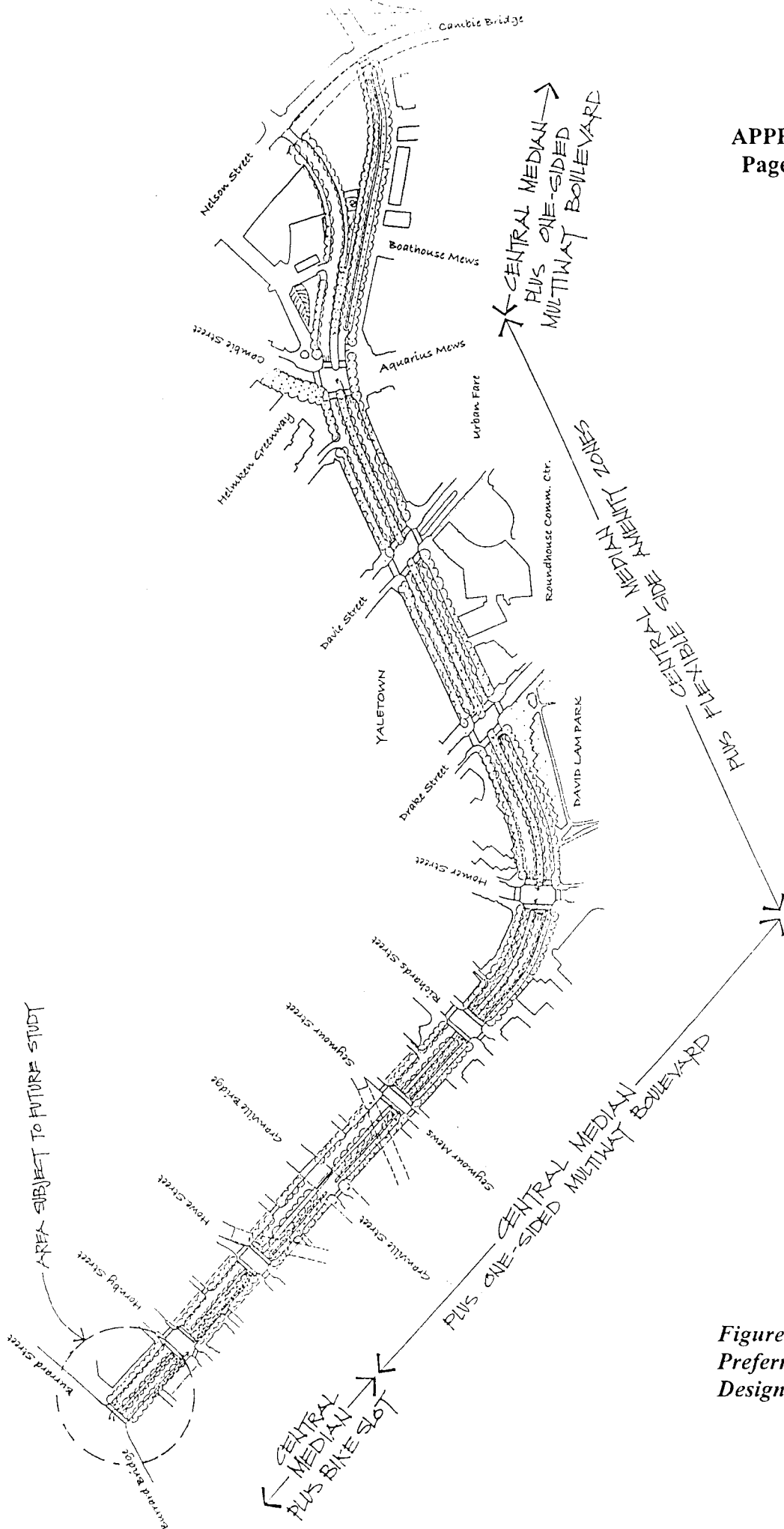


Figure 10:  
Preferred Schematic  
Design, Plan

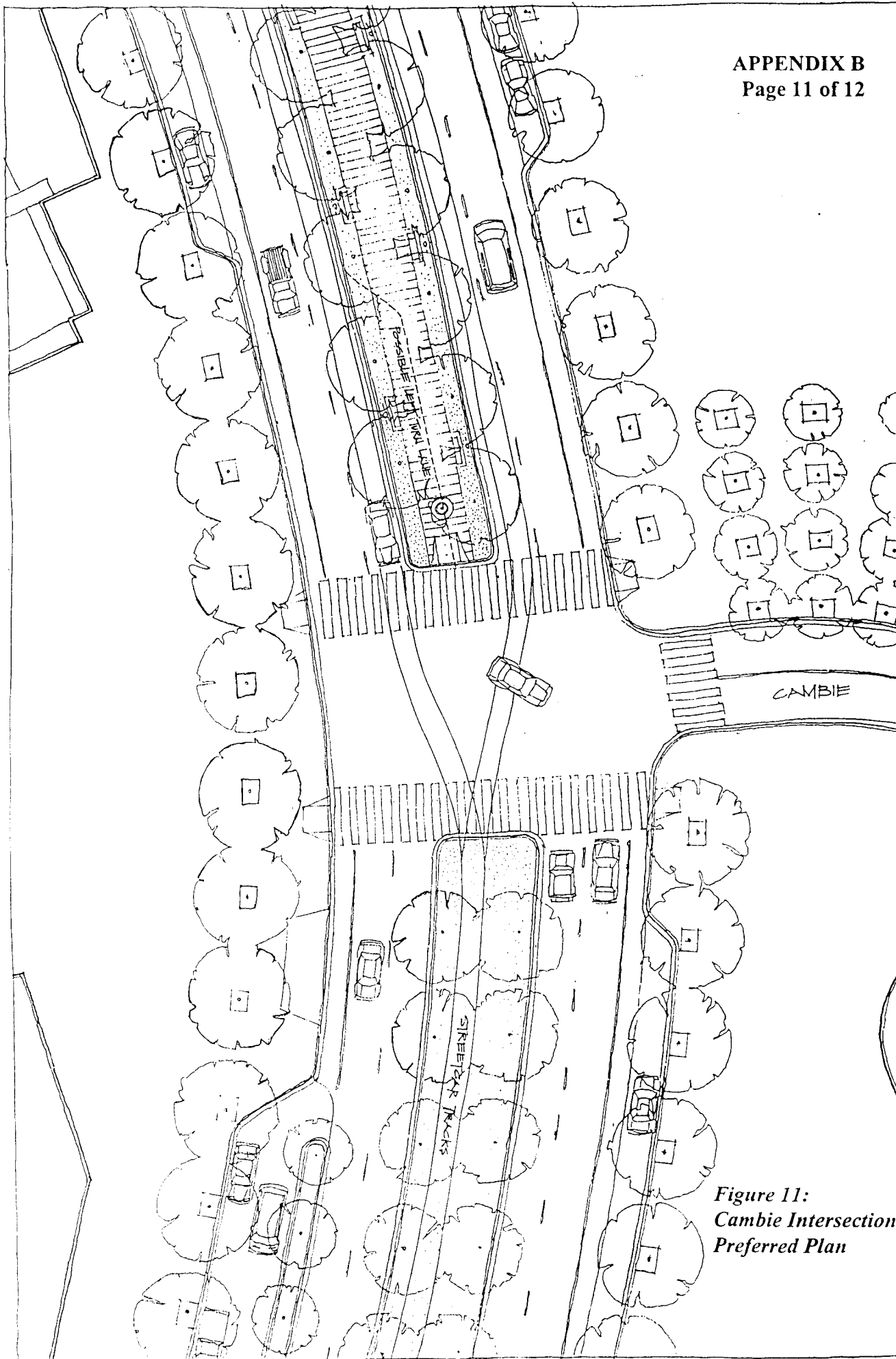
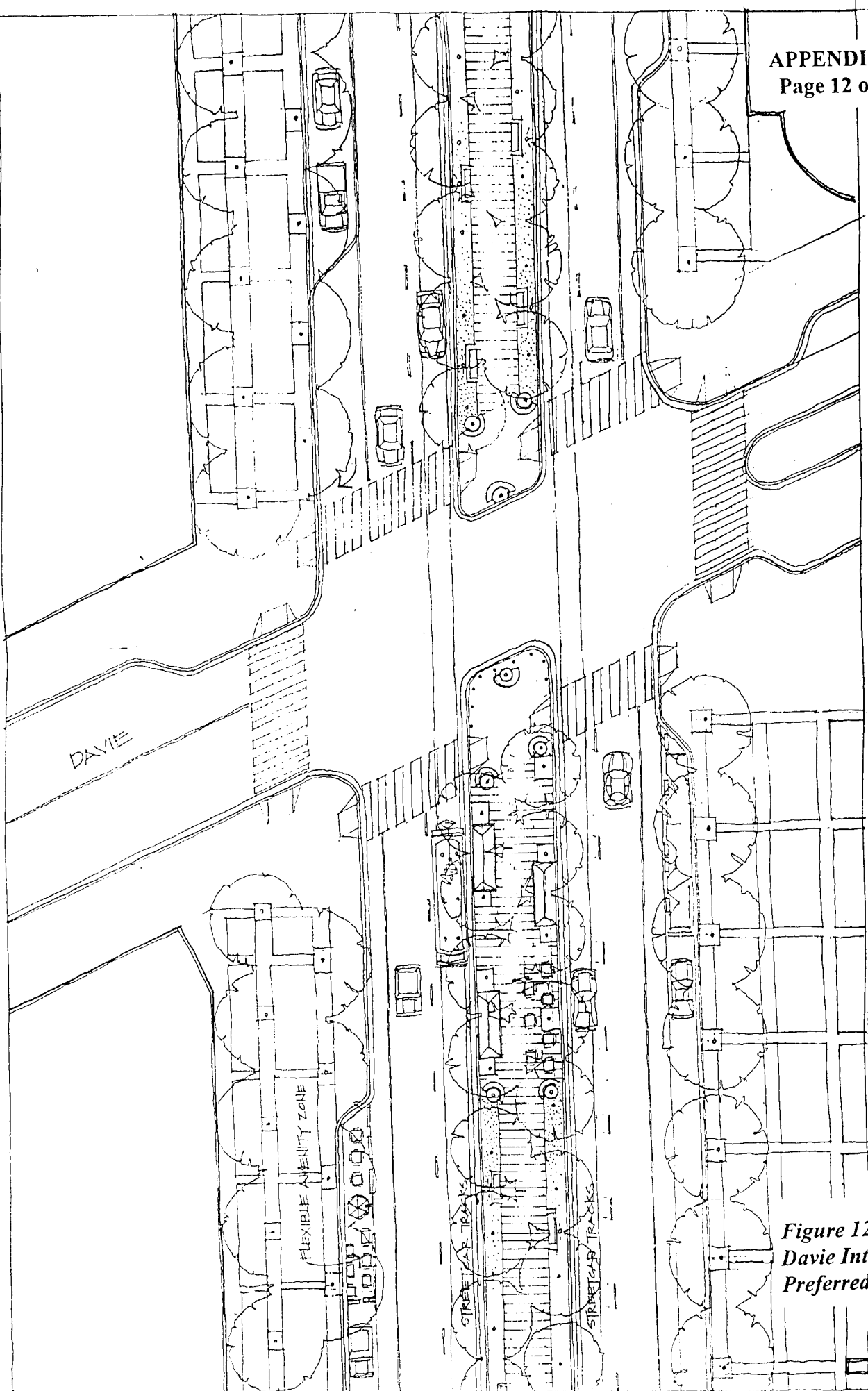


Figure 11:  
Cambie Intersection,  
Preferred Plan



*Figure 12:  
Davie Intersection,  
Preferred Plan*

**MEMORANDUM FROM CITYWORKS**

DATE: April 1, 2002

TO: Project Team Members  
Pacific Boulevard Design Project  
City of Vancouver, B.C.

FROM: Allan Jacobs and Elizabeth Macdonald  
Jacobs Macdonald: Cityworks

RE: Vision for Pacific Boulevard Schematic Design

Pacific Boulevard could be so much better than it is!

Vancouver may be unique among world cities in terms of the extent and high quality of its public waterfront: mile after mile of public spaces, walks, drives, and vistas that attract residents and visitors alike for both active and passive recreation. By almost any standard, this wonderful ring is well-established and well-maintained. Along with and in the context of the City's grid of streets, the seawall promenade establishes Vancouver's physical form. It is memorable. Pacific Boulevard in North False Creek is a critical part of the waterfront open space system. It forms a direct connection with the rather sensuous drive that skirts the water's edge along Stanley Park and continues as a border to English Bay, along Beach Street, but as currently configured this connection is disrupted by the narrowness and meanness of Pacific Street as it drops down from the Burrard Bridge and passes under the Granville bridge viaducts. Once beyond this area, Pacific Boulevard is the undulating "main street" of the newly developing North False Creek neighborhood, situated only one block from the water's edge and with constant views and easy connections to it. Beyond this, Pacific Boulevard connects with the Cambie Bridge and continues along False Creek, providing connections to eastern and southern parts of the city. Pacific Boulevard, then, is a street of both citywide and neighborhood importance, one that must serve many functions, meeting the needs and expectations of many users. Future roles will be no less important than today's. Perhaps in an understanding of Pacific Boulevard's functional and form-giving importance to both the City and the North False Creek neighborhood, every adopted plan for the area, starting with the "False Creek Policy Broadsheets" of 1988, has stressed the importance of its design.

To fulfill its many citywide and neighborhood needs and potentials, Pacific Boulevard should and can be a much better street than it currently is. Despite notable new residential, commercial and public developments along its path, it is not a particularly pleasant street to walk along or to cross, especially at key intersections. Through its eastern and central sections, it is one of Vancouver's few major streets that has more vehicular capacity than it needs and so motor

vehicles zip along at speeds inconsistent with the multiple uses it must serve. This is especially true east of the very wide Cambie intersection, where the street splits into two separated one-way streets and there is a speedy expressway character that is inconsistent with the ground floor residential uses that face the street. At the same time, the narrowness of its northwestern section, from Burrard Street and under the Granville Bridge (with its freeway-style cloverleaf ramps) to Seymour Street, constrains the possibility of gracious, multi-modal movement.

Pacific Boulevard, from the Burrard intersection to Nelson Street, must serve a wide variety of users, present and future, both those living and working within and those passing through the North False Creek neighborhood: pedestrians, cyclists, transit users and vehicles, skaters and "boarders," and drivers. Understanding that maximizing the travel environment for each type of user is not possible, a re-design for the street should seek to give everyone "a lot," while no one may get everything they want. Within this general approach, the proposed schematic design gives priority to pedestrians and to slower and moderately paced vehicular movement.

Because of its citywide and neighborhood significance, Pacific Boulevard should be noteworthy as having a single, unified design while at the same time giving recognition to the distinct functional needs and physical constraints of four sections through which it passes: the somewhat constrained northwestern section from the Burrard Street intersection to Howe Street; the sloping section from Howe Street to Homer Street that passes beneath the Granville Bridge and abuts new and potential development on both the water and landward sides; the "high street" retail, residential and park area from Homer Street to Cambie Street; and the predominantly residential section from Cambie Street to Nelson Street.

The proposed schematic design achieves a sense of wholeness through a central median running the length of the street that is treated in an urban manner. Large, closely planted trees for the 1.5-mile length of the median, as well as along the sidewalks, are a major unifying element, as are sidewalk bulges to facilitate easy pedestrian crossings at most intersections. Sidewalk trees will be of one species, of one color, while the median trees will be a second species with a different color. Without changing recently constructed curbs in the High Street area, auto lanes are kept to an appropriate minimum width throughout to encourage moderate rather than fast travel.

Within the straightforward unifying central median and the long lines of trees along the sidewalks, the design responds to the needs and potentials of the four areas through which the street passes.

### **The Pacific Street Transition: Burrard to Howe**

While accommodating the considerable and complex vehicular traffic at the Burrard Street intersection, the design, from Burrard Street to Howe Street pays special attention to bicycle traffic, enhancing movement along the waterside by provision of a separate tree-lined bike way.

The tree-lined median in the center of Pacific Boulevard announces the start of the new road as it descends into the False Creek Neighborhood, and takes attention away from the visually disruptive Granville Bridge overpass. Pedestrian travel is made more comfortable by the addition of the trees between the walks and the roadway. Given the unsettled Burrard Bridge pedestrian/bicycle future, a detailed design for the first block east of Burrard has not been attempted.

**The Beach Neighborhood: Howe to Homer**

From Howe Street to Homer Street special design elements are directed to humanizing a rather ungainly and somewhat dark section of Pacific Boulevard. The tree planted median continues. To the northeast (or landward side), the freeway-type ramps to and from the Granville Bridge can be reconfigured as more normal city streets, with right turns similar to intersections throughout the city. This redesign will make travel along the landward side of Pacific Boulevard easier and comfortable for cyclists and pedestrians, and, moreover, will create developable land parcels that can front on normal city streets rather than be locked circular islands inside of freeway ramps.

On the southwest or water side, a one-sided multiway boulevard is created. Separated from the central travel lanes by its own tree-lined median, an access road containing one travel lane, one parking lane, and a sidewalk, provides a slow-moving pedestrian realm for walkers, cyclists, and "boarders" that stresses casual movement as well as access to new residential units that can face it. In essence, this side of the street, for four blocks, is configured as a classic European boulevard.

**The High Street: Homer to Cambie**

From Homer Street to Cambie Street, Pacific Boulevard is North False Creek's "High Street" area. A priority in this area is to tighten intersections, particularly at Davie and Cambie, to facilitate pedestrian crossings. Through this section, the central median is 20 feet wide and contains two rows of closely planted trees and a paved pathway lined with amenities such as benches, kiosks for vendors, sculpture, art projects and the like. In time, the median may become the home of special uses, such as flower-selling, or a lineal seed and herb market, or something similar of value.

West of the Davie Street intersection, the central median also serves as a station for the future streetcar line that travels on either side of the median before turning up Drake Street. (Should it be determined that the streetcar runs in the central median then it would do so between two rows of trees.)

Within the High Street area, from Drake to Cambie, an additional amenity zone is created along the sidewalks. Here, parking lanes are raised to the level of the sidewalk, separated by the existing curb line and attractive bollards. By a variety of means, these parking lanes can be used in part and when and where desired, for restaurant seating and service, vending kiosks, and



sitting areas. This is particularly likely to happen within or adjacent to the widened sidewalk bulges at Davie and Cambie. Moveable planters can create simple but effective barriers between the central traffic and the people uses on the transformed parking lanes.

New, large trees on the walks will infill (or replace) those in place to provide a continuous overhead canopy.

**The Cambie Transition: Cambie to Nelson**

The last (or first) section of Pacific Boulevard, Cambie to Nelson, starts with a significant change at the Cambie intersection, to make it much smaller and human in scale. The design proposes that Cambie Street itself can be narrowed to two rather than four moving lanes, making possible a much widened shaded pedestrian realm on the northwest side of the street at the end of the Helmcken Greenway. East of Cambie, a one-sided multiway boulevard will once again provide a slow-paced pedestrian realm for the commercial and residential uses that face it, replacing the near-speedway that exists. The streetcar will travel on the north side of Pacific Boulevard at this location, entering the central median at Cambie.

In all, then, the vision of a future Pacific Boulevard is of a sensuous, moderately paced public right-of-way with a continuous, urban tree-lined median that becomes an extension of the waterfront parkway circulation system to the northwest, that in some places is wider than at present in order to better accommodate cyclists and pedestrians and is tighter at other places where it is currently too wide, and that caters to local neighborhood uses as well as through movement uses.

## PUBLIC COMMENTS SUMMARY

### Pacific Boulevard Comment Sheet Summary

February 20, 2002, Open House, Roundhouse Community Centre  
March 6, 2002, Yaletown Business Improvement Association Meeting

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#### 1. WHAT ELEMENTS OF PACIFIC BOULEVARD DO YOU LIKE?

- **Activity Areas & Green Spaces**  
Wide sidewalks, attractively ornamented by brickwork; Trees, parks, walk through areas to the sea wall and to Yaletown; accessibility to bike routes and the seawall.
- **Uses**  
Mixed and multi-use zoning; high density residential with local access to transit; street level commercial; restaurants and potential outdoor eating and shopping.
- **Built Form**  
Building envelope/definition; the building frontages, especially public places like the Roundhouse.
- **Traffic Aspects**  
Alternative route around and through downtown; low traffic volume relative to capacity; works well for fast-moving traffic.

#### 2. WHAT ELEMENTS OF PACIFIC BOULEVARD WOULD YOU LIKE TO SEE IMPROVED?

- **Wide Street/ Fast Traffic**  
Traffic too fast, street too wide and difficult to cross for pedestrians; normalize intersections; need wider crosswalks, with safe places to stop, add a central meridian with trees to decrease apparent width of streets.
- **Uses/Activity**  
Sidewalks under-utilized (street cafes); need to encourage businesses that spill out onto the street in terms of seating for cafes, pubs, vegetable and flower sellers stalls; increase activity on the street; more public spaces to attract people, more street furniture.
- **Scale**  
Not human scale; building construction does not allow for highlighting of individual businesses.
- **Landscaping & Street Character**  
Trees need to be larger, more abundant, large leafy over-arching trees trees that help create a green oasis of shade, trees that narrow the street and slow vehicles. More greenery. Add benches, sculpture, signature features to sidewalk and proposed median. Animate.
- **Non-Vehicular Traffic**  
Encourage more pedestrian and alternative traffic; dedicated bike lanes; add traffic calming features.

3. PLEASE COMMENT (PROS AND CONS) ON THE PRELIMINARY DESIGN OPTIONS:

A. CENTRAL MEDIAN (wide central median with trees and areas for sitting and other amenities).

PROS:

- **Green Space**  
More green space and space for trees. Nice break in between the traffic.
- **Activity Area**  
A passive walkway down the middle without bikes, scooters, rollerbladers. A central median with room for skating as well as passive spaces for people to relax.. Space for benches and socializing, street venders and markets.
- **Streetcar**  
Works well with streetcar. If streetcar doesn't materialize, space defaults to trees and pedestrians, not cars.

CONS:

- **Inappropriate Space for Activity**  
With the seawall so close by, median may be underused. Median too isolated, unfriendly, not attractive as a place to go to relax, talk, etc. Takes action away from sidewalk.
- **Conflict between Uses**  
Bike lane next to parking lane may be a safety problem; vehicles may use bike and parking lanes for passing. Green space vs people activity space. Dangerous for children playing in median due to proximity to cars.

B. MULTI-WAY BOULEVARD (central part of street for vehicles, calmed side access road separated from main traffic by treed median and sidewalks).

PROS:

- **General**  
Exciting realm created in access road area; flexible space; improves character of street at all levels: main road, parking, bikes and access, and sidewalk. Details and design would be the key.
- **Good for Pedestrians/Alternative Transportation**  
Calmer for the pedestrian, might bring more of a human scale to the street. Ideal for cycling; safest for skateboarding, best for alternative transportation; keeps the traffic away from cyclists/skaters..
- **Good for Local Businesses**  
Increased opportunity for street-side merchants to attract business.
- **Trees**  
Opportunity for large trees on medians.

CONS:

- **Not Appropriate for Bicycles**  
Bikes loose out in mixed use lanes; not be as direct as desired; no dedicated bike lane; bike-friendly aspects such as thru-bikes and bikes at intersections need to be considered.
- **Too Car Friendly**

Too much asphalt; cars will still travel too fast through the area.

- C. **FLEXIBLE AMENITY SPACE ALONG A STREET** (parking lane or wider sidewalks can be used for other activities or uses).

**PROS:**

- **Activity Space**  
Flexible or multi-use space is good; extends sidewalks for street fronts, outdoor displays, benches on sidewalks, vendors and kiosks; opportunity to activate area; calms traffic; includes bike lane.

**CONS:**

- **Inappropriate for Cyclists/Skaters**  
Bike lane too small and narrow for cyclists and skaters.
- **Adequate Sidewalk Space**  
Sidewalks are wide enough for multiple uses already.

4. **IS THERE A DESIGN IDEA YOU FAVOUR, OR DO YOU HAVE OTHER SUGGESTIONS?**

**FAVOURITES:**

Central Median or Multi-Way Boulevard. Could consider mix and match of some elements.

**SUGGESTIONS:**

- **Streetcar**  
Incorporate streetcar all the way to Granville or Burrard or Aquatic Centre area.
- **Retail Activity**  
Add more retail to add animate the street, especially as the area gets more pedestrian friendly; allow small shops, restaurants and pubs to spill out onto the sidewalk. Less parking, more space for sidewalk cafes.
- **Non-Motorized Traffic**  
Make it easier for pedestrians to cross Pacific. Need visible, friendly accesses between Pacific Boulevard and False Creek walkway. Put the bikes/blades close to existing sidewalk and parked cars close to existing traffic. Dedicated divided or painted bike/blading lanes.
- **Cambie Improvements**  
On Cambie, add speed bumps or block off east lane to deter high traffic and speeders. Use trees to buffer residential side, with traffic situated closer to the commercial side.
- **Landscaping & Street Furniture**  
Need public art, fountains, lamp posts, drinking fountains, benches, archways, bike racks, public washrooms. More and larger trees; coniferous trees every 15 feet would make the area look much more green, provide some sound deflection, and provide nice barriers.

**ADDITIONAL COMMENTS:**

- Angled parking instead of parallel on certain blocks similar to Berkeley, CA.
- Mini-storage on Pacific and Richards turned into an “artists” building open to the public.
- A committee of “resident advisors” to be set up and included in the decision-making process.

- There appears to be only 1½ blocks of commercial activity – European-type businesses (bakeries, butcher shops, produce stands) are all covered by Urban Fare – not stand-alone, individualized shops.. Maybe Pacific Boulevard is destined to be a thru-way only for vehicles
- Street design at Granville Bridge could emphasize gate-like aspects of bridge desks and pylons, making it an interesting street feature rather than a dark, cramping obstruction.
- The access road median should have some power outlets in it for tree lights and special events.
- Help activate Davie and Pacific by turning corner glassed in “train pavilion” into an active space such as a restaurant.

## PACIFIC BOULEVARD OPEN HOUSE COMMENT SHEET RESULTS

March 23, 2002, Open House, Roundhouse Community Centre

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### 1. PLEASE COMMENT ON THE BELOW DESIGN ALTERNATIVES.

#### A. Central Median/ Amenity Zone Hybrid

##### Pros

- **Beautifies the Street**  
Provides beautification of the street. Looks relaxed and calm. Wide Central Median with trees, benches and amenity areas.
- **Reduces Left Hand Turn Lanes**  
Remove as many left or right turn lanes as possible and reduce size of the remainder if possible.

##### Cons

- **Won't be Used:**  
Pretty, but a waste of space! Will never get used. Traffic on each side would limit use of the central median, especially with the seawall so close.
- **Creates Multiple Activity Zones**  
Separates seating area from the shopping area.
- **Median Inadequate Width**
- **Limited Flexibility**

#### B. Multi-way Boulevard

##### Pros

- **Flexible**  
Gives more flexibility to use the side way for pedestrian activities, opportunity for adaptation depending on need, more mixed use, multi-event places. Creates an interesting place.
- **Separates Uses**  
Access road very neighbourhood friendly; good for bikes with quiet side street for community use. Would prefer streetcar integrated into the outside lane with the other traffic.

**Cons**

- **Streetcar**  
Don't understand why we need a streetcar system to connect Yaletown and South False Creek; don't see it as a high use system worth the expense. Streetcar would just take away the beautification.
- **Less Green Space**  
More public right-of-way than is required; less opportunity for trees than with Central Median.
- **Traffic Issues**  
Still a race track; unsafe without median separating vehicles; misses great opportunities for varied people spaces and activities; concerned vehicles will double park in access road of multi-use area.

**C. THE PREFERRED DESIGN OPTION**

**Pros**

- **Separates Uses**  
Multi-purpose plan with an area for bikes/bladders off the main road.
- **Reduces Left Hand Turns**  
Remove as many left or right turn lanes as possible and reduce size of the remainder if possible.
- **Flexibility**  
Provides good options for through traffic, streetcar, transit, bicycle lanes, active and safe sidewalk, amenity areas for pedestrians, a variety of services and parking. Enables easy access. Responds to unique characteristics of various "districts" associated with Pacific Boulevard. Opportunity for multi-purpose use of space. Opportunity for shops/cafes on central median.
- **Streetcar**  
Prefer streetcar on the street rather than the median – this would help to slow traffic

**Cons**

- **Central Median Unnecessary**  
Attractive, but pedestrian zone in the middle of the street is less practical than keeping through traffic in the middle of the street and leaving the sides for walking, biking etc.
- **Slows Traffic**  
There needs to be city wide flow through all neighbourhoods; traffic calmed streets are illusionary for pedestrians and are a waste of money.
- **Streetcar**  
Rails steal ground space and overhead wires are ugly and are a nuisance; too much hassle for bikes, scooters, etc to cross; inappropriate for a modern city.
- **No Bike Lanes**  
Avoids creating bike lanes in the downtown.
- **Not Neighbourhood Friendly**  
No different than what we have now. Benefits drivers going in and out of downtown rather than residents and businesses.
- **Doesn't Maximize Potential**

Could better exploit the potentials or creating more varied spaces and activities while still providing for varied traffic movements.

**2. DO YOU SUPPORT THE PREFERRED DESIGN OPTION CONCEPT (C) AS A DIRECTION FOR FURTHER WORK?**

Yes	18	64%
No	8	30%
Did not answer	2	7%
Number of comment sheets	28	100%

**3. DO YOU HAVE OTHER SUGGESTIONS?**

- **Trees**  
Include evergreen trees, since deciduous trees don't have any colour for majority of the year, don't absorb noise, and are very messy in fall. Ensure we get big trees from the start.
- **Landscaping/ Public Amenities**  
Benches and flowers on the calm side of the street. Hedges along some parts of Pacific Boulevard near the curb. Bike stands. Water features. Group presentation and meeting places for demonstrations etc. Create a dramatic and creative place. Public spaces (like roundabouts) to create small gardens. Spaces where neighbours can mingle. Tables and chairs of a semi-permanent nature for relaxing and to slow down public domain.
- **Parking**  
"No overnight parking", pay parking, or limited time parking on Drake and Marina-side. Consider the availability of parking. Parking should be easily accessible.
- **Traffic Flow**  
Must allow flow-through traffic. Separate pedestrian traffic from wheeled traffic - motorized or propelled (like skateboards and rollerbladers). Keep the cars in the centre of the road.
- **Bicycles**  
Bicycles are not too important here as we have the seawall bike/pedestrian way to accommodate flow through traffic. Make sure the bike lanes are painted red - the international standard.

## VANCOUVER CITY PLANNING COMMISSION COMMENTS

VCPC believes the following are the key principles which staff and Council should keep uppermost in mind when evaluating and selecting a preferred design solution:

- Reduce the street's primary role as a fast by-pass arterial; increase its role as a major public space.
- Provide choice and variety of facilities and amenities for all modes of movement, including pedestrians, cyclists, public transit and private cars.
- Optimize the use of the Public Realm for pedestrians.
- Optimize the operational efficiency of any significant transit infrastructure investment (e.g. streetcar system).
- Optimizing the animation and programming of the public realm will require relaxing/amending the City's current permit and licensing regimes for retail, restaurant and service commercial uses on the public sidewalk: this should be encouraged.
- Design solutions should be universally accessible wherever possible.

The following specific priorities should, in the view of VCPC be considered, when determining a preferred design solution:

### **Pedestrians**

- *Optimize the use of the Public Realm for pedestrians* by optimizing the enhancement, safety and amenity of the road right-of-way space for priority use of pedestrians. Design solutions should be both useful and practical for pedestrians. In this context, we question the relative efficacy of a wide central median option, where pedestrian use and amenity is likely to be marginal.
- *Increase pedestrian amenity choice* by selecting design solutions that provide a variety of pedestrian facilities, amenities and spacial experiences.
- *Endorse a higher standard of street tree design* by including a higher standard of street tree pedestrian amenity, such as tighter spacing, better planting medium to encourage larger tree growth, larger canopy species election, etc.

### **Cyclists**

- Give bicycle use a high priority.
- Need to accommodate local destination bicycle users in addition to commuter cyclists and recreational cyclists.
- Optimize bicycle movement for both commuters and local destination cyclists, noting that recreational cyclists are already well served in this area by the False Creek waterfront bike path.
- Prefer options which provide separated bike lanes, however noting that the lack of a dedicated bike lane in the Multi-Way Boulevard option should not solely veto this option, as some cyclists may prefer not to be immediately adjacent to fast moving traffic.

### **Public Transit**

- The streetcar proposal should be optimized in terms of its efficiency and speed, to justify its relatively high cost over standard trolley or bus service. This means preferring solutions which separate the streetcar alignment and car traffic as much as possible, to optimize it as an effective, relatively fast, well used component of the city's transit menu.



**BICYCLE ADVISORY COMMITTEE COMMENTS**

The Bicycle Advisory Committee supports, as proposed in the draft Downtown Transportation Plan, the provision of a facility for bicycles on Pacific Boulevard. Both the draft Downtown Transportation Plan and the 1999 Bicycle Plan: Reviewing the Past, Planning the Future recommend bike lanes on Pacific Boulevard. Staff feel that bike lanes for the commuter cyclist can be accommodated in the detailed designs. Staff met twice with members of the Committee and they provided the following advice:

- A. wherever possible, the bicycle facility should be consistent and easily followed by those using it;
- B. the design should consider the conflict between bicycles which are moving through an intersection and right turning vehicles;
- C. there will be a large number of turning movements at Hornby Street and Pacific Boulevard with bicycles turning onto Hornby Street (some turning right towards False Creek and others turning left towards the downtown), noting that Hornby Street has been proposed for a bike lane in the draft Downtown Transportation Plan. Through, and left turning cyclists should be accommodated in designated bike lanes;
- D. the streetcar tracks should not be in close proximity to the bicycle facility because bike wheels slip on the tracks;
- E. any bicycle lanes bounded on both sides by curbs must be wide enough to allow cyclists and in-line skaters to pass each other.

**URBAN DESIGN PANEL COMMENTS**

Staff met with the Urban Design Panel - a first for a streetscape design project. They provided the following advice:

- There should be a consistency of treatment to ensure that design creates an memorable 'image' of Pacific Boulevard.
- The central median design may take energy/activity away from the edges.
- The treatment of trees will be important. They should be a species that will grow large - i.e. tulip, oak and closely spaced i.e. 12 ft apart.
- The design should be aggressive in locating trees being close to the intersections.
- Be sure not to let the Hybrid designs get too 'bitty'. It needs to hold together and read as a continuous design.