

**Supports Item No. 2
P&E Committee Agenda
September 15, 2005**



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: August 30, 2005
Author: Sandra A. James/
Linda Chow
Phone No.: 604.873.7679/
604.873.7305
RTS No.: 4392
CC File No.: 5767
Meeting Date: September 15, 2005

TO: Standing Committee on Planning and Environment

FROM: General Manager of Engineering Services in Consultation with the Director of City Plans

SUBJECT: 11th Avenue/Arbutus Greenway

RECOMMENDATION

- A. THAT the easterly portion of the 2000 block West 11th Avenue be closed to vehicular traffic, except emergency vehicles and special purpose local vehicles as detailed in this report, for the 11th Avenue/Arbutus Greenway;
- B. THAT Council allocate the remaining funding of \$151,366 from Arbutus Neighbourhood Community Amenity Contributions (CAC) and Development Cost Levy (DCL) funds for construction of this greenway;
- C. THAT commencing in 2006, the annual Operating Budget for Horticultural Maintenance be increased by \$2,000 without offset and subject to the 2006 Budget Review for maintenance of the greenway.

COUNCIL POLICY

On November 19, 1992 Council approved the Arbutus Neighbourhood Policy Plan, which calls for special street treatment of Arbutus Street as the future shopping and pedestrian focus, and 11th Avenue as an extension of the greenway system.

On July 18, 1995 Council approved the Vancouver Greenways Plan. This plan supports the development of Greenways to improve walking opportunities to local connections and to promote community building.

On November 7, 1995 Council established the Arbutus Neighbourhood Development Cost Levy (DCL) District and approved that 9.7 percent of levy proceeds set at \$43.06 per square metre (\$4.00 per square foot) be applied to street improvements.

On May 29, 1997 Council approved in principle the Arbutus Neighbourhood Greenway and Streetscape Concept Plan, and authorized the use of Community Amenity Contributions (CAC) for the development of the 11th Avenue/Arbutus Greenway.

In 1997, Council approved the Vancouver Transportation Plan which places the highest priority on pedestrians and cyclists.

PURPOSE

The report seeks Council's approval for the closure of the easterly part of the 2000 block of West 11th Avenue for the 11th Avenue/Arbutus Greenway. Vehicle access within the permanent closure will be restricted to emergency service vehicles and specific local vehicles for special purposes as required, and as further described in this report.

BACKGROUND

In 1995 Council approved the Vancouver Greenways Plan including the implementation of the 11th Avenue/Arbutus Greenway (the Greenway), between Vine and Maple Streets (see Figure 1). This Greenway was then incorporated under the description of the Arbutus City Greenway with the intent that it be funded through developer contributions from sites in the Arbutus Neighbourhood.

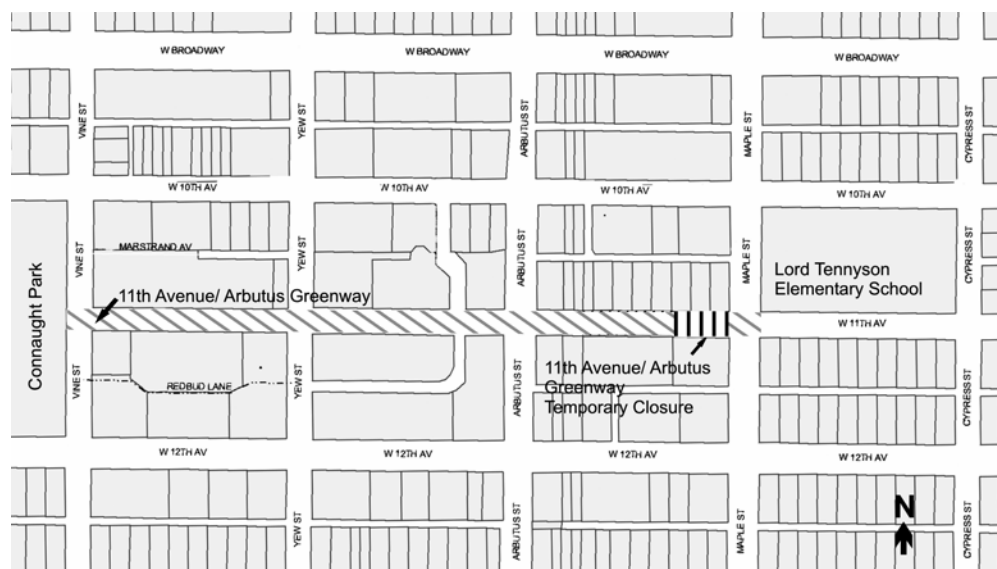


Figure 1 - 11th Avenue/Arbutus Greenway

In May 1997, Council approved in principle the Arbutus Greenway and Streetscape Concept Plan, and authorized the use of CAC's to help fund development of the Greenway. The Concept Plan calls for a greenway which provides public open space, optimises pedestrian access, and improves neighbourhood connections. The intent is to implement a landscaped east-west corridor linking Lord Tennyson Elementary School at Maple Street to Kitsilano High School, Kitsilano Community Centre and Connaught Park at Vine Street. The Greenway incorporates walkways, large trees, low shrub planting, furnishings and special features.

The construction of the westerly portion of the Greenway between Vine and Arbutus Streets is complete. In 2004 staff completed a public process and conceptual design for the final segment of the greenway between Arbutus and Maple Streets.

A two phase implementation plan was proposed for the final segment (as shown in Figure 2) and on June 24, 2004, Council approved the closure of the easterly portion of the 2000 block of 11th Avenue for a six month trial period, and asked staff to monitor traffic volumes and assess community support for the Greenway during the trial.

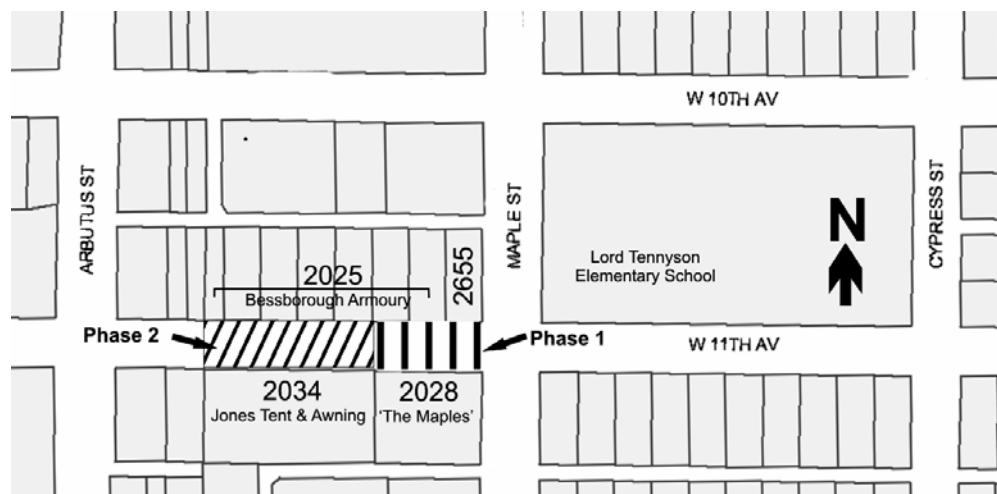


Figure 2 - Two Phase Greenway Closure Implementation

DISCUSSION

On November 15, 2004 a temporary closure of the easterly portion of the 2000 block of West 11th Avenue was installed. The temporary closure was designed to be aesthetically pleasing (see Appendix A for photographs of the temporary closure). Students from Lord Tennyson Elementary School assisted in planting the closure. A gate was also installed to enable limited access for some local neighbours with special needs and keys were provided to these neighbours.

In April 2005 a survey was delivered to residents and businesses within the area to determine support for the closure (see Appendix B for notification area and a copy of the survey). The survey results are summarised in the table below:

Number of Surveys Distributed	629
Number of Surveys Returned	210 (33% return rate)
Responses in Favor (approval rate)	131 (62%)
Responses Not in Favor (disapproval rate)	73 (35%)
Neutral Responses	6 (3%)
Spoiled or incomplete	5

The closure is also supported by the principal and Parents Advisory Committee of Lord Tennyson Elementary, the Vancouver Resources Society and The O'Keefe Seniors' development. Students from the Lord Tennyson Elementary School Council also reviewed the greenway (see comments in Appendix C). Three petitions have been received against the closure and these are on file in the City Clerk's office.

Several concerns regarding the closure have also been raised through the public process. Staff have addressed these concerns as follows:

- Concerns have been raised regarding the loss of approximately seven on-street parking spaces in front of 'The Maples' at 2028 West 11th Avenue.

To assist with parking turn-over in the area, a two hour parking zone was created on the west side of Maple Street at 11th Avenue (see Appendix D). Staff have also negotiated 19 off-site evening parking spaces for the Bessborough Armoury at 2006 West 10th Avenue. Military parking regulations in front of the Bessborough Armoury have also been modified to allow for longer military-only parking hours.

- Some residents of The Maples (2028 West 11th Avenue) have raised concerns regarding emergency vehicle access.

Staff note that the emergency vehicle access and design were reviewed prior to the temporary closure by emergency services. Emergency Communications for South West British Columbia (ECOMM) has notified all ambulance, fire and police services. In follow up with the ECOMM it appears that no complaints or comments have been received from attending emergency vehicles. Ambulances have attended 2028 West 11th Avenue during the temporary closure and have reported no access challenges.

- Residents of The Maples (2028 West 11th Avenue) have also raised concerns regarding disabled access to the building.

The chair of the City's Advisory Committee on Disability Issues reviewed the building and temporary greenway closure, and concludes that the access and egress of both were acceptable.

- Neighbours have expressed concern regarding the use of street furniture in the temporary greenway closure by homeless persons.

In response to these complaints, the temporary greenway design was modified by removing sheltered seating.

- The temporary street closure has meant that business traffic directed to the four businesses at 2034 West 11th Avenue (Jones Tent and Awning Building), must access the building from Arbutus Street, instead of Maple Street.

This is consistent with the City's practice of encouraging traffic to access businesses from arterials if possible. Currently, the City does not own the flankage or back lane of 2034 West 11th Avenue. At a future time, if the Jones Tent and Awning (a Heritage B building) redevelops, the City would pursue opening the lane as part of a Heritage Redevelopment Agreement. This would assist in facilitating traffic movement around this block.

- Concerns have also been raised by some businesses on Arbutus Street that the closure impedes vehicles from accessing their businesses.

As part of the greenway, a pedestrian activated signal was installed at 11th Avenue and Arbutus Street to facilitate pedestrians crossing Arbutus Street. This encourages foot traffic for shops on both sides of Arbutus Street. Installing parking meters on Arbutus Street between 11th and 12th Avenues may encourage parking turnover and staff are discussing this option with the Arbutus Street businesses.

TRAFFIC IMPLICATIONS

Traffic counts were undertaken in October 2004 prior to the temporary closure and again in April 2005. These traffic counts show a redistribution of traffic in the area and a net decrease in traffic entering the neighbourhood (see traffic volumes in Appendix E). Some neighbourhood streets have experienced an increase in traffic; however, these are considered acceptable given observed initial traffic volumes.

However, traffic volumes on 10th Avenue are of concern because this portion of 10th Avenue is a designated bikeway. In order to mitigate impacts of increased traffic on the bikeway, additional traffic calming measures will be pursued as part of redevelopment of the IGA site (2020 -2030 West Broadway).

The Bicycle Advisory Committee (BAC) unanimously supports the 11th Avenue greenway and closure, and requested that the impact of the additional traffic on the 10th Avenue bikeway be mitigated (see Appendix F). Staff are currently investigating potential short term modifications to the 10th Avenue bikeway to increase the visibility of cyclists.

SUSTAINABILITY IMPLICATIONS

Completion of the 11th Avenue Greenway has positive environmental implications, including reducing storm water runoff by removing portions of the asphalt surface and replacing it with permeable material, increasing the amount of vegetation which serves as a local carbon sink and better accommodates pedestrians in support of non-vehicular modes of transportation.

There are also social benefits resulting from the Greenway. These include community building through engaging the public in the development of the Greenway. The Greenway will also provide a welcoming pedestrian connection to Arbutus and Maple Streets through the use of various public realm improvements such as more trees, public art, benches, and areas for the community to interact. The Greenway will also provide a safer, more direct access between Connaught Park, Kitsilano High School and Lord Tennyson School and will bridge the western and eastern halves of the area, creating a more coherent and vibrant neighbourhood.

Staff will also pursue opportunities to involve the community in the care and maintenance of planted areas on the Greenway, which may help alleviate overall long term operating costs and provide an economic sustainability benefit.

FINANCIAL IMPLICATIONS

A balance of \$151,366 is available from the Arbutus Neighbourhood Community Amenity Contributions (CAC) and Development Cost Levy (DCL) District proceeds for the completion of the 11th Avenue Greenway. If approved, staff will proceed with the detailed design of the permanent greenway within available funding.

CONCLUSION

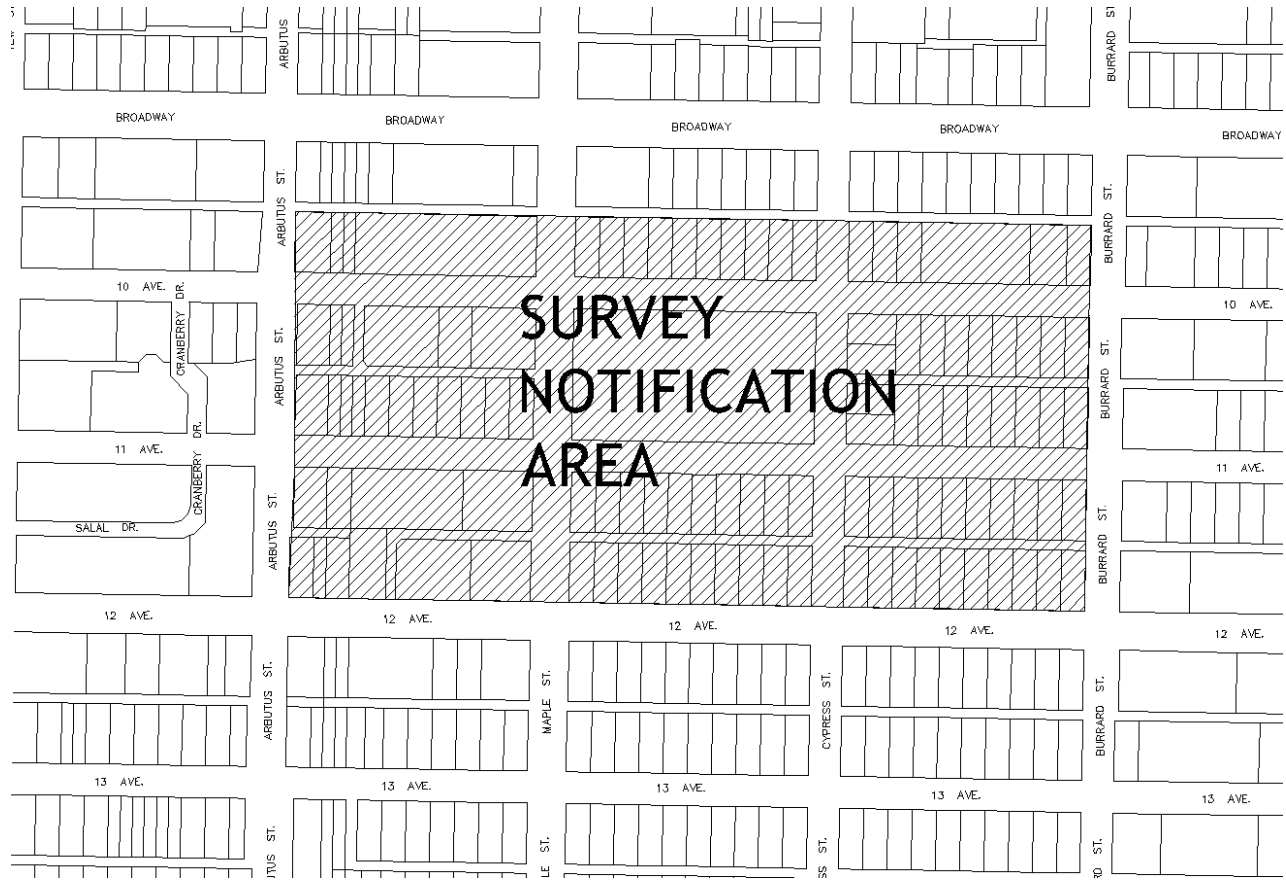
The completion of the 11th Avenue/Arbutus Greenway is a commitment from the 1997 Arbutus Greenway and Streetscape Concept Plan. Approval for completing the 11th Avenue/Arbutus Greenway as detailed in this report is recommended based on the benefits it will provide to pedestrians and the community.

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Trial Closure of the Easterly Portion of the 2000 Block of W. 11th Avenue



Notification/ Delivery Area for Survey





CITY OF VANCOUVER
ENGINEERING SERVICES
T.R. Timm, P.Eng., General Manager

SURVEY

Arbutus/11th Avenue Greenway - Temporary Closure at 11th Avenue and Maple Street

Name _____

Address and Postal Code _____

Telephone Number and/or Email _____

Please return one survey per household or business.

To validate this survey, please provide your name or business, address, postal code and telephone number. Please complete and return this survey in the enclosed postage paid return envelope or by fax at 604.871.6193. In order to be counted, your response must be returned to Vancouver City Hall by Friday May 6, 2005. All personal information will be kept confidential; however, your comments will be forwarded to City Council for information. If you have any questions, please contact Linda Chow at 604.873.7305 (linda.chow@vancouver.ca) or Sandy James at 604.873.7679 (sandy.james@vancouver.ca).

Do you support making the temporary closure located on 11th Avenue at Maple Street a permanent greenway?

YES

NEUTRAL

NO

Would you like to be notified when this item goes before City Council? Yes No

Comments:

THE ARBUTUS/11TH AVENUE GREENWAY

Lord Tennyson Student Council Field Trip to the Greenway

Discussion of the pros and cons of making the Greenway permanent

The students went on a field trip to the 11th Avenue Greenway and walked along the Greenway to Arbutus. Students were given a historical background of the emergence of the Greenway and its purpose. They were asked to make comments on what they saw and how they felt about walking along this stretch of 11th Avenue. The students were accompanied by the Principal, who chairs the Student Council and two parents who were interested in participating in this fieldtrip.

Students were then asked for their feedback on the pros and cons of the greenway. These are listed below.

The students were then asked to vote on whether they thought the Greenway should remain permanent or not. The results: 16 voted Yes , 4 voted No

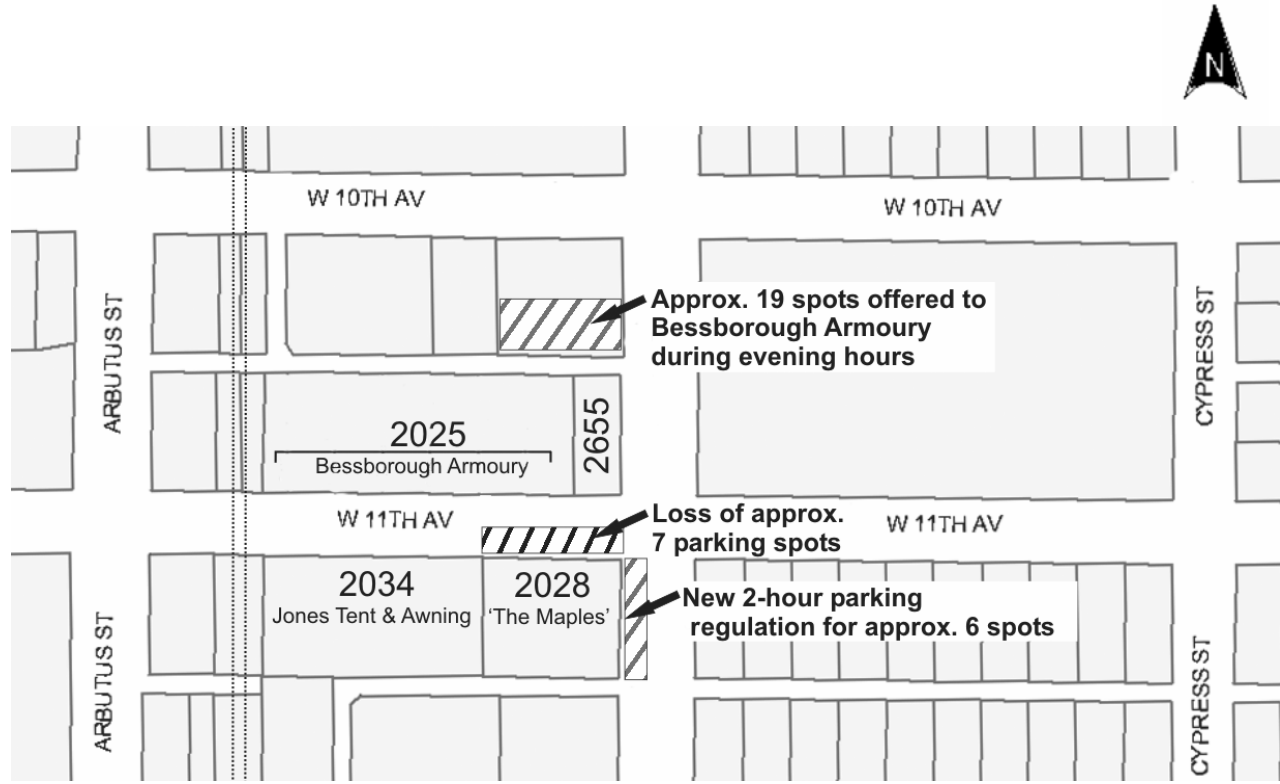
PROS

- People can cross to other side without worrying about cars
- Fun: rocks, plants, seat
- don't worry about cars
- can run, play, jump, play ball
- lots of room
- slows traffic down around the school
- plants good for air-less pollution
- easier for people with wheelchairs and elderly, & small children
- nice shade
- you can lie down on road
- less noisy
- close to the school
- safer for kids walking to school
- less pollution
- good place to read

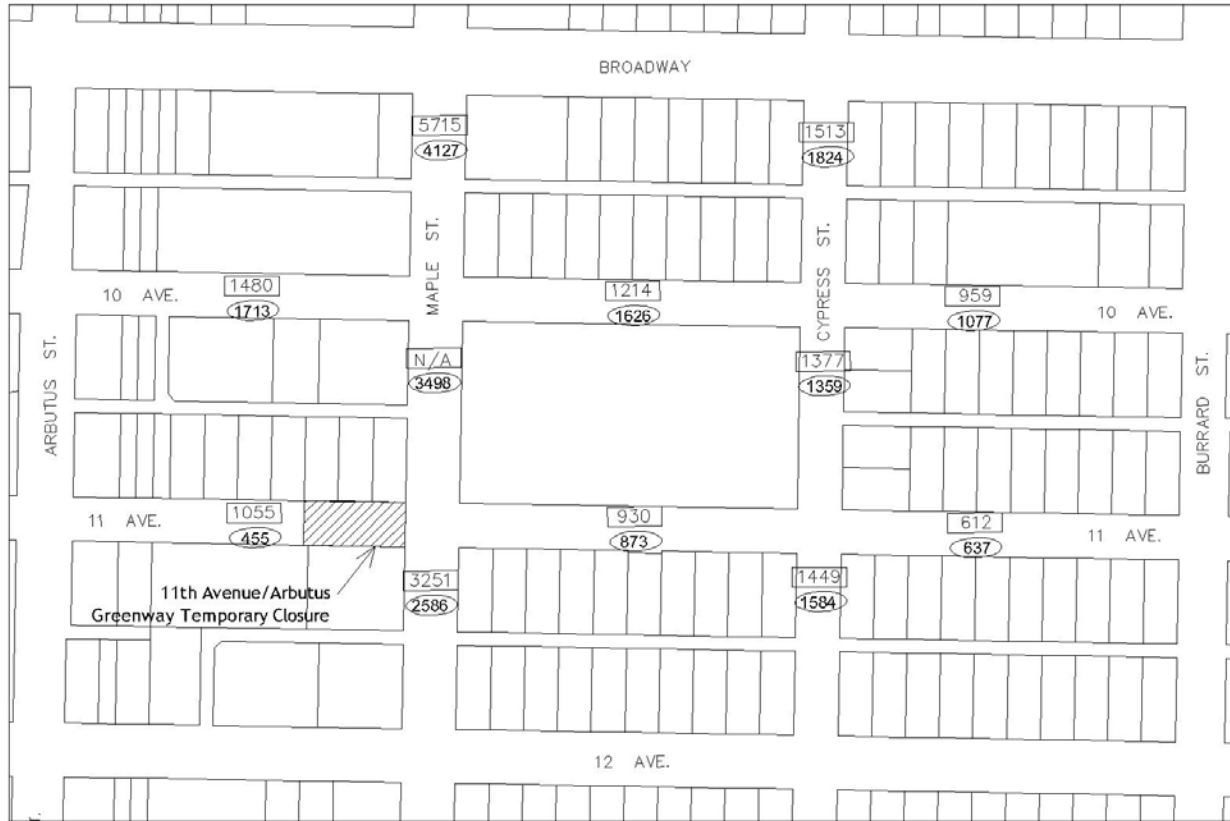
CONS

- cars can't get by-they have to turn around
- that it might be here for a short time
- if drivers don't read signs they'll have to turn around
- slows drivers down-takes longer for driver to reach destination

Parking Changes due to Trial Closure

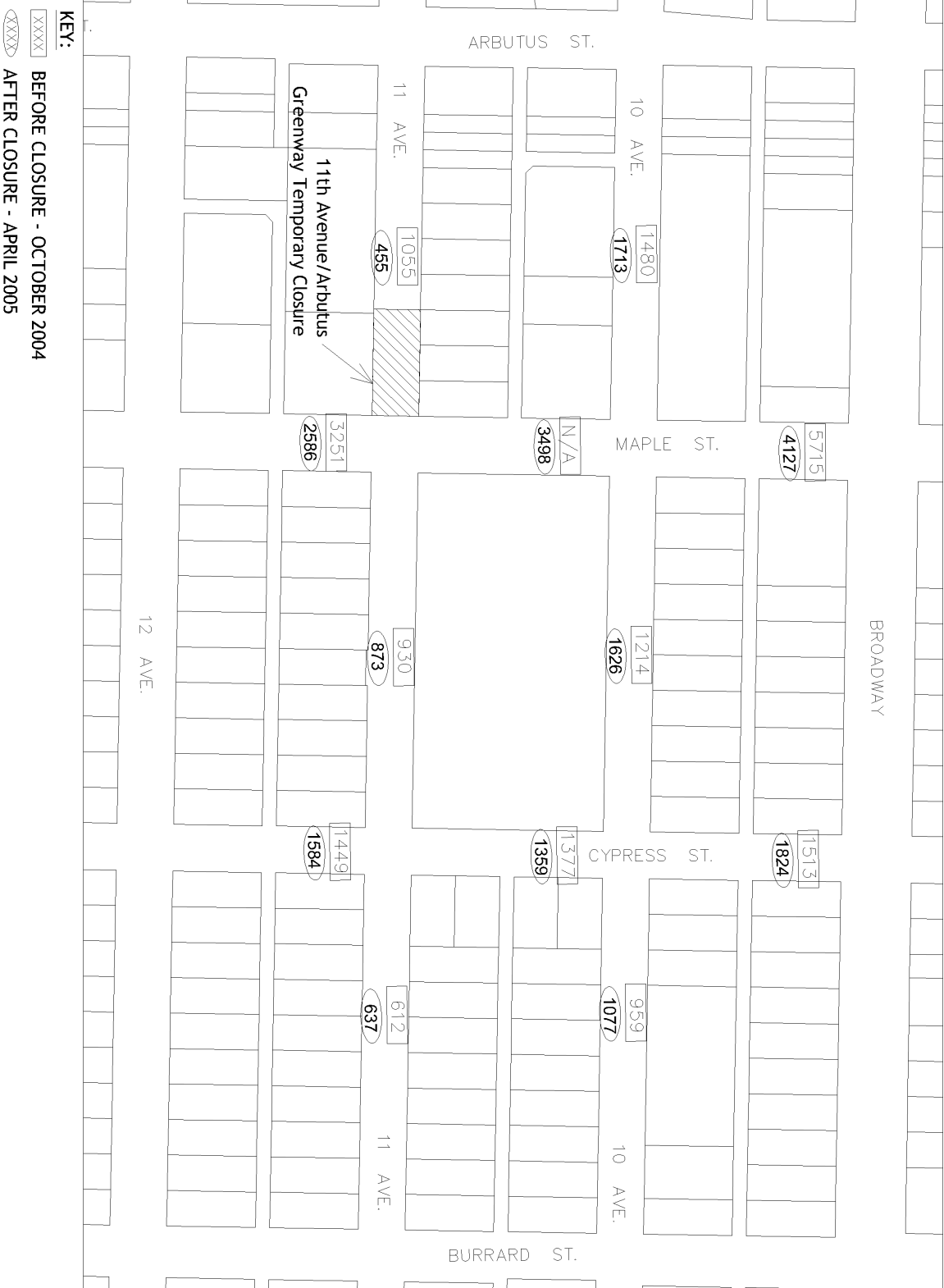


24 Hour Traffic Volumes



KEY:
XXXX BEFORE CLOSURE - OCTOBER 2004
XXXX AFTER CLOSURE - APRIL 2005

24 HOUR VEHICLE VOLUMES



KEY:

XXXX BEFORE CLOSURE - OCTOBER 2004

XXXX AFTER CLOSURE - APRIL 2005



CITY OF VANCOUVER
CITY CLERK'S DEPARTMENT
Public Access and Council Services

MEMORANDUM

July 26, 2005

TO: Brigid Kudzius, Assistant Greenways Engineer
Sandy James, Planner

FROM: Nicole Ludwig, Meeting Coordinator

SUBJECT: 11th Avenue/Arbutus Greenway

The Vancouver Bicycle Advisory Committee, at its meeting on July 20, 2005, received a presentation from staff on the on permanent closure of the easterly portion of the 2000 block of 11th Avenue and the next steps for the Arbutus Greenway, and passed the following resolution:

RESOLVED

1. THAT the Bicycle Advisory Committee support the permanent closure of the easterly portion of the 2000 block of 11th Avenue.
2. THAT the Bicycle Advisory Committee recommend to Council that short-term measures be taken to reduce vehicle traffic, and increase the visibility of the bicycle route on 10th Avenue.

CARRIED UNANIMOUSLY

Nicole Ludwig
Meeting Coordinator

Phone: 604.871.6399
Fax: 604.873.7419

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