

CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: February 13, 2007 Author: Mark Vulliamy Phone No.: 604.257.8461

RTS No.: 6415

VanRIMS No.: 12-2000-11 Meeting Date: March 1, 2007

TO: Standing Committee on Planning and Environment

FROM: General Manager, Parks and Recreation

SUBJECT: Downtown Skateboard Plaza: Review of Two Year Trial Period

RECOMMENDATION

THAT Council approve the retention of the Downtown Skateboard Plaza for an indefinite period, pending other potential needs for this street space, and on similar conditions as previously approved, with current resources for site management remaining in place.

GENERAL MANAGER'S COMMENTS

The General Manager of Parks and Recreation recommends approval of this report.

CITY MANAGER'S COMMENTS

The City Manager recommends approval of this report and its recommendation.

COUNCIL POLICY

On April 24, 2003, Council approved the development on a trial basis of a Skateboard Plaza on a portion of road allowance bounded by Quebec Street, Union Street and Expo Boulevard, and the transfer of maintenance responsibility for the site from Engineering Services to Park Board.

BACKGROUND

In September 2004, the Downtown Skateboard Plaza opened on the former site of a small city-owned parking lot under the Georgia/Dunsmuir Viaduct at the intersection of Union and Quebec Streets. Extensive community consultations, research and user-involved design processes had culminated in the development of the first facility in North America dedicated exclusively for street-style skateboarding.

The City initiated the Plaza project partly in to create a quality recreational outlet for youth and partly to mitigate an emerging problem situation. Prior to the establishment of the Plaza skateboarding was not legally sanctioned anywhere in the downtown. As a result, much skateboarding took place in inappropriate and/or unsafe locales, with resulting damage to public and private property. Parks, Police, Planning and Engineering Services worked together on the project to support more effective and consistent enforcement of the skateboard control by-laws and to provide a highly desired amenity for city youth.

The Plaza was one of a number of parallel initiatives to provide skateboarding opportunities and manage this activity. Council previously amended the Street and Traffic By-law to permit the use of skateboards (along with skates and push-scooters) on streets without lane lines or directional dividing lines, and on designated bike routes. Park Board has expanded the number of skateboard facilities: in addition to the Plaza, small recreational skateboard areas have been developed in Strathcona and Quilchena Parks. Seasonal programs for skateboard instruction have emerged at several community centres. The Park Board has also developed and approved a skateboard strategy as a guide for future programming and capital investment in this area. There is funding allocated in the Park Board 2006 - 2008 Capital Plan for at least one new installation, likely to be located in the south of 41st Avenue, where no such facilities currently exist.

The location of the Plaza was originally determined through lengthy investigation and analysis involving several candidate sites. Staff conducted this search guided by a list of key criteria developed with community and user input. The Quebec and Union site was identified as the best available at the time of approval.

Council initially approved the installation of the Plaza on a trial basis. The 2004 staff report proposed an evaluation after two years of operation, in order to assess the success of the installation in relation to a number of outcomes hoped-for at the time, including the following:

- 1. The skateboard facility should be well used and well regarded by skateboarders;
- Neighbours should experience the facility as an asset to the community, or certainly not a detriment, comparable to other park amenities. The site should be kept clean, in good order and well maintained. It should be welcoming to both spectators and practitioners; and
- 3. The police should find that the facility assists their enforcement of skateboard bylaws, and there should be a reduction of skateboarding in inappropriate locations elsewhere in the downtown core.

The trial period followed by review was proposed so that an informed decision could be made about the long term viability of this kind of installation. Three outcomes were seen as possible scenarios:

- 1. The skateboard plaza could be retained more or less as is, with whatever design or programming modifications seem advisable;
- 2. The plaza could be relocated, expanded and enhanced as a youth terrain park, and include program elements for activities such as BMX biking, in-line, basketball, and other action sports. To that end, the original report to Council noted that significant land use changes were anticipated in areas in or near the downtown core (e.g. the False Creek flats) and a suitable location for such a development might become available; and
- 3. The plaza could be discontinued and dismantled if it proved to be a source of ongoing problems without offsetting benefits.

The Plaza is on road allowance and Engineering Services has jurisdiction over it. Engineering Services has given Park Board permission to use the land for the purposes of building and maintaining the skateboard plaza, subject to the following provisions:

- Engineering to review and approve all works prior to commencement; Park Board would be responsible for obtaining any necessary permits for site development and construction;
- Engineering would be guaranteed immediate access to all underground services, viaduct columns, and the area in general for viaduct related maintenance;
- Park Board will be responsible for any costs associated with the installation, operation and maintenance of the site as recreation facility, including garbage cleaning, graffiti removal, and site supervision;
- Engineering may reclaim all or part of the assigned property to provide for future development of the Viaduct Right of Ways, potential alignment of the Downtown Streetcar line or any other Engineering requirement that may in future arise and, under such circumstances, may terminate the agreement at any time upon 30 days written notice, with the site being returned to previous condition or a condition acceptable to the City Engineer within 60 days of termination;
- Terms of the transfer will be documented in a letter of agreement between Park Board and Engineering Services.

These provisions continue to be a condition of the General Manager of Engineering Services' support for the ongoing retention of the skateboard Plaza, and they will remain in effect until such time as the parties renew this agreement.

DISCUSSION

This report follows up on Council's direction to complete a review of the downtown skateboard plaza, and summarizes the methodologies and key findings of the evaluation. Also included is information on staff resources dedicated to the operation of the Plaza. Finally, this report identifies issues related to the future of the Plaza, and park programming generally for youth in the city.

Between May 2005 and October 2006, various formal assessments of the skate plaza were conducted, including the following:

- Usage statistics: daily visits and night use counts
- Surveys of plaza users and of neighbouring communities
- Noise level readings
- Police reports

Additionally, information is included from the Park Board staff who monitor the site on a regular basis.

Review Findings

1. Usage statistics and the user survey show that the plaza is well used and well regarded by the skateboarding population. Over 140 people skate the plaza each day during the summer season. The plaza has very high approval ratings by skaters (in the 90% range) and is acknowledged as a groundbreaking facility, as illustrated by written comments such as: "the best in North America", "one of a kind", "a skaters dream" and "it has everything right."

Of 121 skateboarders surveyed in the summer of 2005, approximately half described themselves as residents of Vancouver and another 30% as living somewhere else in the region. Almost 20% said they were visitors to Vancouver from elsewhere in B.C., other provinces or other countries. The relatively high proportion of visitors may reflect the fact the survey was done in the first summer of operation; there is a network of skateboarders who will travel considerable distances to try out newly opened facilities.

In the survey 35% stated that they used to skate in non-designated areas in the downtown such as streets, local "spots" and private property before the Plaza opened. Out of that group, 81% indicated they now use the Plaza, while only 19% stated that they continue to use the non-designated areas.

A range of comments were also recorded about access, site amenities and safety/security. Some concerns were expressed with site upkeep and maintenance in relation to evident wear and tear on the plaza surface and its skateable elements. These inputs have been a helpful reference for follow-up action and planning.

2. The community survey, primarily targeting Citygate residents and Chinatown merchants, showed a consistent high level of support for the plaza: 67% strongly agreed or agreed with the statement that "the skateboard plaza is a positive addition to the neighbourhood," 19% disagreed or strongly disagreed, and 14% were either neutral, or had no opinion on this question. See the full breakdown of closed question results from the community survey, along with a sample of open-ended comments, in Appendix A.

Statements of support keyed in on the need to provide sanctioned space for this activity. Some felt the animation on the Plaza made the area safer; others liked the Plaza as a place to watch skateboarding. Most of those who did not support the

skateboard installation - and some who did - expressed concerns about after-hours skating and littering, and about noise and safety issues in relation to boarders skating past residences on their way to the facility.

- 3. An analysis of noise level readings around the plaza concluded that the sounds generated by skaters on site are within acceptable levels as set by the City's noise bylaw. The inspector took noise readings at site, at the nearest residential complex (300' away) and at 100' away (where a new residential tower is currently under construction). The noise recording was done at night-time when traffic noise was much reduced even with little traffic, vehicular noise still exceeded skate noise at all reading locations. The noise inspector mentioned to staff that noise from skateboard traffic past residences to and from the facility might be a legitimate noise issue for residents, but that skateboarders skating on site should not be heard from the nearest residence. The inspector stated that traffic noise masks the skate noise and that the site itself was well planned from a noise control perspective.
- 4. A night user headcount was conducted during the summer of 2005. Night usage was counted at midnight, 2:00 a.m. and 4:00 a.m. during a 2 week period during the skate peak season. The midnight count amounted to an average of 5 users, declining thereafter to 1-2 users from 2:00 a.m. onwards. No partying, amplified music or illegal activities were recorded over the two week period. Homeless people were occasionally observed sleeping on site in early morning hours. The night use survey confirms that, while after-hours skating is taking place, the numbers involved are quite low.
- 5. Feedback from police was obtained after the first year and after the second year of site operation. The feedback indicates that the site has not caused any major concerns for police, and suggests that the site has helped in dislocating problematic use from the downtown core. Specifically, an officer from Problem Oriented Policing contacted in November 2005 made the following points:
 - Police have received no 911 calls concerning the Plaza, but some noise complaints have been made through direct phone calls to officers.
 - Police have no graffiti concerns.
 - The patrol units in this area have reported that the users of the park do not create a problem for police. They are very happy with the facility.

In October 2006, a Sergeant from VPD District One commented in writing as follows:

"The skateboard park has not caused the VPD any serious issues or concerns that I am aware of at this time. The complaints that I have received have all been by citizens' who were concerned about the scary looking kids going to and from the park. Personally, I think the skate park is a great idea. Kids in my experience will create their own illegal space to skateboard, if we do not provide them with a skate park. I now can tell the skateboarders who illegally skate on private property in the downtown core, that yes there is a place to go, point out the location of the skate board park and send them there. It has cut down on our skateboarder complaints in District One."

The Plaza was given a regional honour award in 2005 by the Canadian Society of Landscape Architects. In 2006, Skaters for Public Skateparks named "Vancouver North America's Most

Skateable City." The Plaza has been featured very positively in articles appearing in many mainstream and youth oriented media,

Site Management

The 2003 report to Council on the development of the downtown skateboard facility noted that recreation staff would be assigned "to monitor the site on a regular basis, develop a rapport with users, and to respond to and mitigate any problems that may arise". Two auxiliary part-time positions were created: a skateboard liaison working one day per week year round and starting in 2006, and a skate host on site three days per week during the summer months. These staff both work out of the Roundhouse Community Centre.

The need for staff to deal directly with site management issues was based on research of best practice models with respect to the operation of comparable recreation facilities elsewhere. The involvement of these staff facilitates networking with plaza users, and communications between the skateboard community on one hand, and neighbours and other park stakeholders on the other.

The primary focus of the skateboard liaison and the skate host is not facility supervision, but encouragement of 'neighbourliness' and stewardship of the plaza by its users. Their work, with the active support of organizations such as the Vancouver Skate Park Coalition (VSPC) and the Canadian Amateur Skateboarding Association (CASA), has helped to deliver the following outcomes:

- Improved site safety and maintenance: Staff have first-aid certification and conduct regular maintenance inspections. Graffiti is reported immediately upon detection for removal. The skate host supports the work of the Parks horticultural crew, through litter pick-up and needle removal.
- Neighbourhood relations: Staff educate new users about skatepark etiquette and the importance of mitigating the problem issues identified in the neighbourhood survey. Staff also respond directly to complaints and inquiries from the public.
- Programming and lessons: Over the past two years, innovative and successful skateboard programming has been developed through the Roundhouse Community Centre. Programs specifically target girls, street-involved youth and local youth generally. Certification for skateboard instructors is also under development.
- Gender balance: To encourage more female participation in a sport that is currently
 male-dominate, skateboarding classes for girls are taught by female instructors. These
 classes have been developed though a grassroots approach and with the support of
 the skateboard community.
- Networking linkages: The skateboard liaison and plaza host provide expertise and connections with the skate community that benefit other City staff in conducting research, organizing events, or developing skateboard programming. The liaison position connects Vancouver with other municipalities in the areas of skateboard programming, facility management standards, staff and volunteer training, public education, and research. In January 2006, the Roundhouse Community Centre co-

sponsored a forum on skateboard issues which was attended by staff responsible for skateboard facilities all over the Lower Mainland.

Despite these site management initiatives, some concerns and complaints continue to be raised about the Plaza, particularly regarding traffic to and from the site, noise and littering. While these concerns may, as the community survey indicates, represent a minority perspective, staff believe they warrant ongoing attention.

Skateboard traffic to and from the site: Skateboard traffic on the Quebec Street east sidewalk is of highest concern because of the proximity to a series of residential towers with entrances onto this sidewalk, and hence risk to pedestrian safety. The 2003 Council report anticipated that skateboard traffic on this route could become an issue, and proposed the creation of a designated skateboard path from Stadium Station to the site, running along the south edge of Andy Livingstone Park. However, this route was temporarily blocked by construction on the west side of the park. An alternate skate-path was created through Creekside Park away from the residences along Quebec Street, which became operational in spring 2006.

Over the summer of 2006 an education campaign was undertaken to discourage skating on Quebec Street and in proximity to residences generally. The message was delivered through daily discussions with Plaza users, supplemented by a printed advisory (Appendix B). The impact of this campaign was checked late in the season through a visual count of skaters on various routes to the Plaza: at that time only 9% of users came to the Plaza past residences on Quebec Street. However, more recent reports from local residents suggest that the number of skaters on the Quebec Street sidewalk is again increasing. Park Board Staff are therefore addressing this issue with the local NIST team, and with skater and resident input. Staff are evaluating various strategies with Engineering Services to discourage skateboarding on the east sidewalk. Interventions will be coupled with enhancements to the by-pass route to make its use more attractive from a skateboarding perspective. The user education campaign will also be reactivated as the high use season advances, supported by advisory notices on the Vancouver Skateboard Coalition and Park Board websites.

Noise: As noted above, expert advice confirms that the site is well chosen from a noise containment perspective. Design and materials selection decisions were made with a view to controlling noise levels and any future modifications considered for the site will also be evaluated on this basis. While there is some after-hours use of the plaza, numbers are very low even in high season. Other than continuing communications to persuade users not to skate late at night, no further intervention is proposed at this time.

Sound reduction will also be a consideration in the planning of modifications to the designated access route to the Plaza; skateboards generate far less noise when travelling over asphalt or polished concrete than over pavers or rough aggregate surfaces.

Litter: Litter and garbage pick-up scheduling have been adjusted in relation to the intensity and patterns of high use of the Plaza. There are reports of excessive littering at times, but these do not appear to be disproportionate to other park facilities with comparable use levels. The Plaza Host encourages users to deposit litter in the proper receptacles, and lead by example. The Vancouver Skate Park Coalition (VSPC) and the Canadian Amateur Skateboard Association (CASA), with staff facilitation, have organized three neighbourhood clean-up events over the past year.

Future of the Plaza

The assessment of the skate plaza trial period supports its continued operation, given attention to the following points:

The staff resources dedicated to the plaza should remain in place at their current level, to ensure that site management and programming initiatives are sustained. Even though there is strong support for the plaza in the neighbourhood, the issues of concern identified in the surveys and discussed above require ongoing attention and continued mitigation effort.

Should other requirements arise in the future for the street space currently occupied by the Plaza, finding an alternate location for a comparable or larger facility serving the downtown core should be a priority.

Additional skateboard and related facilities should continue to be installed over time, well distributed across the city. Since the Plaza opened, the Park Board has developed and approved a skateboard strategy as a guide for future expansion of these services. There is funding allocated in the Park Board 2006 - 2008 Capital Plan for at least one new installation. Opportunities for expanded services in relation to other youth-oriented sports, such as BMX and mountain biking, are also being explored.

FINANCIAL IMPLICATIONS

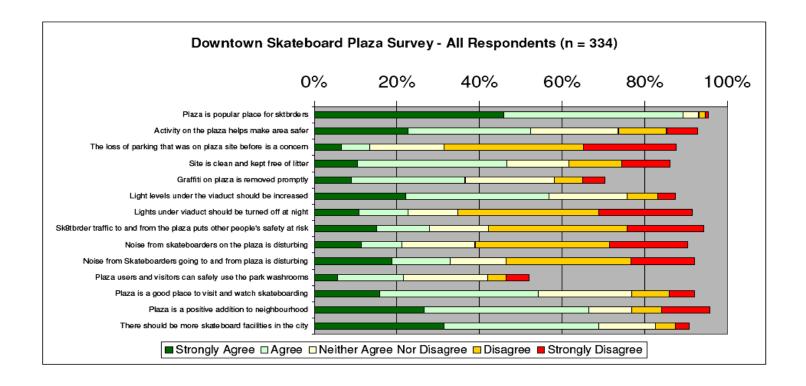
Operating budget for site cleaning, maintenance and supervision would remain at current levels.

CONCLUSION

This report reviews the first two years of the operation of the downtown Skateboard Plaza under the viaducts at Quebec and Union Streets. A number of assessments have been done with the conclusion that the installation is well regarded by skateboarders and also by a majority within the surrounding community. The police also are supportive of the facility as an aid to controlling skateboarding in unsafe or inappropriate areas elsewhere in the downtown core.

The report also summarizes the site management arrangements and identifies some areas warranting ongoing attention and problem solving. The report concludes that the Plaza should be retained for an indefinite period, with current site management resources to ensure its continuing success, pending other potential needs for this street space. The land use agreement between Park Board and Engineering Services, giving Parks access to the road allowance upon which the Plaza has been built, will remain in effect until such time as the parties renew this agreement.

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Comments from Community Survey

Being self-serving to our wants will increase youth-rebellion. Recognizing their needs is important. In our youth we had much more space and freedom to do what we wanted (ride a horse or bike without community groups complaining about horse dung or the like.) We should share the land.

I fear for my safety when walking down Quebec St. and a group of skate boarders speed by me. I am sometimes forced off the sidewalk.

The skate board park is a positive addition as long as skateboarders are warned against using and damaging private and public property elsewhere.

Very positive - I feel much more secure riding my bike through the area especially at night because it is no longer a wasteland.

It makes the plaza safer and healthier for youth and kids because they get together doing skateboarding and having a positive, constructive and also fun time!

Good clean fun that encourages the movement around China Town. The fact that skateboarders are there makes me feel safe.

It's good to give young people a place to express themselves relatively freely. The diversity in the neighbourhood is good, too.

I live on the Main Street side of City Gate so I hear no noise from the park, but I feel it keeps boarders off the streets by giving them a place to go.

The park meets a need for youths, provides a space for good exercise but needs a self-policing as there is too much garbage thrown on the site.

We think it is an excellent way to use the space and my 2 year old son loves to watch the skateboarders. We would like to see something done in the space across the street - the VPD impound lot which is an eyesore and has not been used in over 2 years as far as we can tell.

All parks are very good for this area! In general, a positive addition, well designed & making use of an otherwise bleak space... welcome! With all this future density more park area is needed. Please keep make our Vancouver a better place to live for all of us.

I think skate board parks are a great idea. Kids need places to go, socialize, and enjoy their sports. I like seeing the kids there and feel there is no negative impact on our neighbourhood.

We feel that it is nice that the City provided this park for skateboarders, and we are happy those kids are skateboarding as opposed to other activities that might be harmful to them; however, the travel to and from the Plaza is extremely loud and disruptive, and the amount of the litter around the Plaza is disturbing (and we are concerned about the rats being attracted in addition to the eyesore).

The Plaza is one of the best in North America. Skateboarders respect others. Skateboarding is quieter than other mechanical forms of transport.

If the kids could carry skateboard and not ride on sidewalk the park is ok.

I think skateboarding is a healthy thing for people, and we need some more skate board parks in Vancouver - their coming and going does not disturb anyone.

I would be cautious to establish the label of "unsafe" to skateboarders. We can surely have a positive activity in our neighbourhood without safety concerns. Regulations to safety are positive to the plaza.

I would like to see the Plaza enlarged. What about the room under the viaduct on the other side of the street? There should be some kind of a roof. It is great to see all the young people who visit the Plaza on sunny days and also the rainy days.

There are too many homeless people here in the neighbourhood.

I am not aware of any negative consequences from this amenity thus I support it!

Our biggest concern is the noise by the skateboarders traveling to and from the park. The noise of the skateboarders hitting the sidewalk is very annoying (often in the middle of the night). If they would carry their boards and walk the problem will be solved.

I feel the Plaza is an excellent addition to the community. There needs to be more facilities like this. There are absolutely no adverse effects.

Not safe - hang-out for tough people with drugs.

It is not a bad idea to keep lower crimes in spite of causing some extent of inconvenience.

I think it's a great place for skateboarders to hang out. Well spent tax payers' dollars. It's a good place to watch them too. I wish though they respected their area more and keep it cleaner as a gratitude for having it made for them. Also the Tennis Courts - I wish they were lit at night till 10 p.m.

It is a great addition to this neighbourhood.

No problem with it - they need it and more.

I enjoy walking by and watching them do their moves - they make me smile.

It is a good place for kids to hang out. Keeps them out of trouble and keeps the druggies away. More light in that area is good. I have seen needles and syringes in the grass behind the sidewalk so I've never felt safe to use the washroom.

The area has become a bit of a garbage dump. The users don't use the trash cans. They should be made to police themselves in this regard.

Nothing good since skate boarders just ignore any rules and disturb people around. Skate plaza should be in a big park area that has no residential or office buildings due to noise and skaters' manners.

The noise from skateboarders going to and from the Plaza is disturbing.

It's a great sport to watch. Nice to see kids focused on skills.

The skateboarders should slow down on the sidewalks when heading to and from the Plaza.

The noise especially during summer is unrelenting. The hours are out of control with skateboards noise keeping me and many others (I am sure). The park should be closed at 10 p.m.

I have not felt any negative effect of the skate plaza and prefer the skaters using this facility to some other areas that are potentially dangerous to them.

I've lived here over 5 years and think it is a great use of the space. Skate boarders have so few places to board. My partner agrees.

The big negative is that all hours of the night skate boarders travel to and from park noisily and wake and disturb residents.

Grandchildren like playgrounds, but used condoms and needles are a frequent negative. Money wasted landscaping - as it wasn't irrigated and died - needs re-landscaping. Often garbage all over - a real eye-sore.

Makes me happy to see young people working hard on physical skills and being self-directed and ambitious. They are good examples for my seven year old son.

Turning off the lights at night would invite more unsavory characters!

It adds color and activity.

This park keeps skateboarders from skating in unauthorized areas.

The place that otherwise would be dead is used lively and brings an opportunity for youth to expend their energy which could otherwise be channeled in a negative way. Life on the street is welcome even though some oldsters may be intimidated. Perhaps a program to bring concerned parties together.

Hopefully the fact that the lights are kept on all night will deter druggies and transcends from inhabiting that space.

Skateboarders need to respect the sidewalks going to and from the park either by using the bikeway or by carrying their boards. It is also imperative that this area be better maintained and I think the park users should take a greater ownership role in keeping the area clean.

Please put the roof on the park, so skateboarder can play all season, and at the same time it may prevent from homeless people and keep the park clean.

There is nothing negative about the skateboard park. I have lived in this area for years and feel it is an addition to the neighbourhood. It has picked up an area that was neglected and of no real use. It has made visually the area better but if you have children. It is fun to watch and participate in. Anyone that does not feel this way does not know the neighbourhood from before.

My child loves to use the skate park. He is 10. I go with him. Everyone is polite.

Skateboarding is frowned upon in many areas of the City. The plaza is a great place for skateboarders to practice their sport without hassle.

There are no places nor activities the youths can do these days that do not involve some expense. Let's not cut off kids from having some fun and release their energies otherwise we push them to some other unwholesome activities.

When a lot of kids are there, the plaza needs to be cleaned more often. Probably more garbage bins. Also kids' safety when they cross the road has to be considered.

I feel much safer in this area while walking due to the skateboarders being there. I also like that it has added a new upscale skateboarder store to Main Street.

More public notices to inform skateboarders that such facility exists.

Skateboarding is frowned upon in many areas of the City. The Plaza is a great place for skateboarders to practice their sport without hassle.

Very positive - I feel much more secure riding my bike through the area especially at night because it is no longer a wasteland.

There needs to be a balance between respecting/valuing sporting activity, respecting/valuing the environment and respecting/valuing residents' quality of life.

In the limited times I've dealt with skateboarders as witnessess they have been unwilling to get involved. Perhaps they were isolated incidents but the skateborders do not appear to care about anything else except the facility use.

Designated area for skateboard use means less wear on other civic spaces that were not designed for Skateboard usage.

Users put themselves at risk - always jay walking - expect cars to stop for them located in such an area as it should not affect local business or residence.

I think it's a great place for skateboarders to hang out. Well spent tax payers' dollars. It's a good place to watch them too. I wish though they respected their area more and keep it cleaner as a gratitude for having it made for them. Also the Tennis Courts - I wish they were lit at night till 10 p.m.

The skateboarders should slow down on the sidewalks when heading to and from the Plaza.

I think skateboarding is a crime therefore it should be banned. I despise skateboarders.

More public notices to inform skateboarders that such facility exists.

It makes the Plaza safer and healthier for youth and kids because they get together doing skateboarding and having a positive, constructive and also fun time!

It's a good use for the site.

Dangerous, too much traffic (near the Plaza).

Are skateboarders local or are majority from outside area?

Good for teens to have a place for boarding.

I believe that skateboarding is a good activity for young people, but I wish they were not on the sidewalk as it is dangerous for pedestrians. I hope the government pays attention to this problem. Also, why do you allow cyclists on the sidewalk? This is very dangerous to seniors and people with disabilities. I hope the government pays attention to this problem.



