



ADMINISTRATIVE REPORT

Report Date: April 16, 2019
Contact: Lon LaClaire
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VanRIMS No.: 08-2000-20
Meeting Date: May 14, 2019

TO: Vancouver City Council
FROM: General Manager of Engineering Services
SUBJECT: Canada Place Tour Bus Zone Fees

RECOMMENDATION

- A. THAT Council introduce a permit requirement and an associated fee and penalty structure for tour buses to access the tour bus zone on Canada Place as outlined in this report.
- B. THAT Council approve, in principle, amendments to the Street and Traffic By-law No. 2849 and the By-law Notice Enforcement By-Law No. 10201 generally as set out in this report and Appendix A;

FURTHER THAT Council instruct the Director of Legal Services to bring forward for enactment amendments to the Street and Traffic By-law No. 2849 and the By-law Notice Enforcement By-Law No. 10201 as generally set out in Appendix A.

REPORT SUMMARY

Canada Place is a hub for buses that service the tourism industry and is one of the busiest tourist destinations in Vancouver. In 2018, improvements to the midblock crosswalk on Canada Place were implemented and a Vancouver Police Department (VPD) officer was stationed in the area during peak times to better regulate the area. These new measures proved successful; however, heavy usage of the tour bus zone on Canada Place has led to problems and there was no sustainable funding model for the placement of the VPD officer.

For 2019, it is recommended that a VPD officer again be placed at Canada Place. To mitigate the cost of the additional resources as well as reallocate tour bus demand away from Canada Place, a permit fee will be implemented for tour buses to use the tour bus zone on Canada Place between May 1st and October 15th. An alternate free tour bus

zone will be implemented nearby on W. Cordova St. to accommodate tour buses that do not wish to pay the fee and to accommodate overflow tour bus demand.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Council regulates City streets and delegates authority to do so in the Street and Traffic By-law No. 2849.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

REPORT

Background/Context

Canada Place is one of the busiest tourist destinations in Vancouver. This short two-block roadway is not only home to Vancouver's cruise ship terminal, but also the Vancouver Convention Centre, multiple large hotels, and many businesses and restaurants. Accordingly, Canada Place has become a strong draw for buses that service the tourism industry and is a transportation hub that is used by long- and medium-distance buses, hop-on/hop-off buses, shuttles and taxis.

Currently, there is an 80-meter long tour bus zone on the north side of 800-900 Canada Place (See Figure 1). In this zone, tour buses are permitted to stop for three minutes while loading and unloading passengers. This curbside sees particularly high usage during the summer tourist season, which lasts from the beginning of May until mid-October on days when cruise ships embark/disembark large volumes of passengers. On peak days, over 200 bus parking stops have been observed to occur along Canada Place; this resulted in several instances where demand for tour bus parking exceeded the capacity of the tour bus zone, resulting in buses blocking crosswalks and/or the roadway.

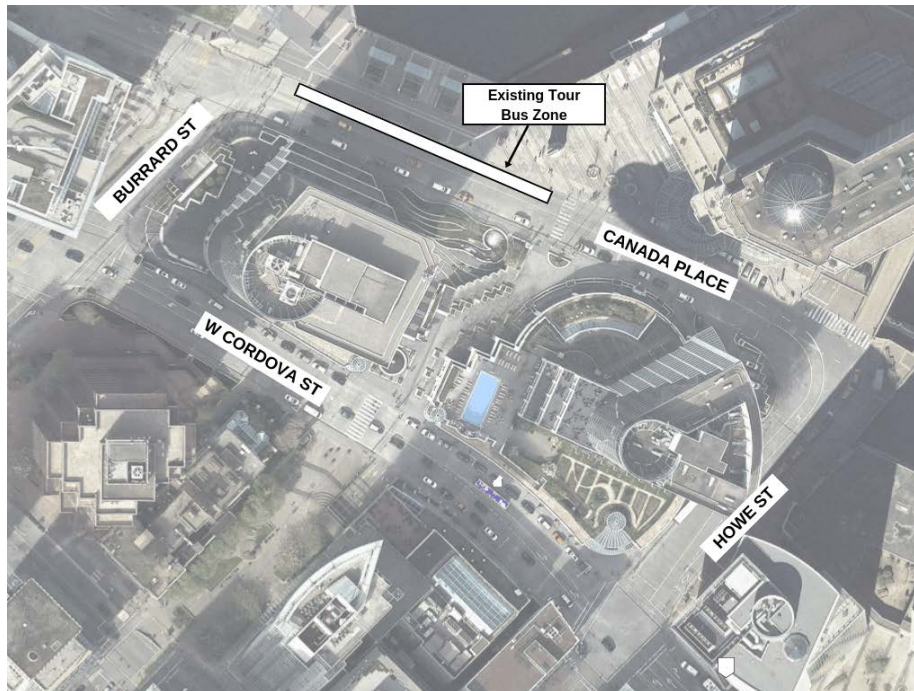


Figure 1 - Existing Canada Place Tour Bus Zone

During peak cruise ship activity, Canada Place has been experiencing high levels of congestion for many years. Additionally, in August 2017, a fatal collision between a pedestrian and a tour bus highlighted the need to find ways to improve congestion management in the corridor.

Staff consulted with the tour bus industry prior to the 2018 summer season to determine improvements to tour bus operations. These consultations indicated that the use of Canada Place, as opposed to nearby W. Cordova St. was critical to their operations. Staff were also cognizant of finding solutions that did not encourage other poor behaviour, such as increased jaywalking. With these factors in mind, the following improvements were made:

- The midblock pedestrian crossing on Canada Place was narrowed using planter boxes and bollards; and
- A VPD officer was stationed in the area to provide enhanced enforcement.

Both of these improvements were funded by the City.

The new crosswalk implementations in 2018 proved successful in facilitating pedestrian crossings and preventing vehicles from blocking pedestrian access to the crosswalk. However, heavy usage of the tour bus zone continues to lead to buses blocking the road and crosswalk when the tour bus zone is full. Ultimately, more space needs to be provided or peak tour bus demand on Canada Place needs to be reduced in order to allow the existing tour bus zone to function better.

The introduction of the VPD officer at Canada Place in 2018 was an effective mitigation factor. It was noted throughout the 2018 season (by tour bus operators and the VPD) that traffic flowed much better on Canada Place when the VPD officer was present as

opposed to when the VPD officer was not present. This correlates well with feedback from Parking Enforcement Officers who state that some operators treat parking tickets as the “cost of doing business” and are non-responsive to their tickets or requests.

Strategic Analysis

To better manage the tour bus zone on Canada Place, staff recommend that a permit fee be implemented for tour buses to use Canada Place between May 1st and October 15th of each year. In combination with this permit fee, the City Engineer will designate an additional free-to-use temporary tour bus zone on 800-900 W. Cordova St. This zone, which is located in a less convenient location than Canada Place, will be sized according to observed demand and will act as an overflow when the Canada Place tour bus zone is full. It will also be available to buses that do not wish to pay for a permit. See Figure 2 for an overview of the proposed layout.

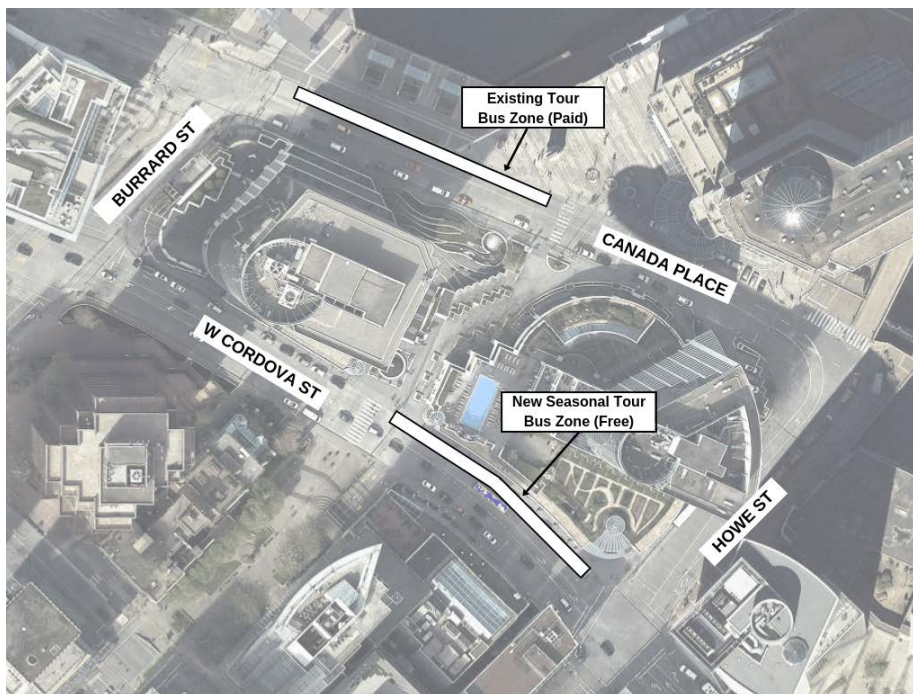


Figure 2 - Existing and New Tour Bus Zones on Canada Place and Cordova Street

The intention of this fee and fine structure as well as additional space on W Cordova St is two-fold:

1. Directly offset the cost of additional VPD resources stationed at Canada Place during the busy summer season (from May 1st to October 15th); and,
2. Encourage tour buses to utilize a new tour bus zone one block south on W. Cordova St. that will be free of charge, thus lowering demand on Canada Place.

The recommended fee structure accommodates both seasonal and daily permits and is described in Table 1 below. This permit fee does not provide exemptions to the length of time a bus may stop on Canada Place while loading and unloading passengers.

Table 1 - Proposed Fee/Fine Recommendations

	Targeted users
Seasonal Permit Fee: \$2000 per licence plate	Tour buses that visit Canada Place more often than every other day between May 1 st and October 15 th .
Daily Permit Fee: \$25 per licence plate	Tour buses that visit Canada Place every other day or less often between May 1 st and October 15 th .
Fine for Non-Compliance: \$400 per occurrence	Tour buses that stop on Canada Place but do not purchase a permit

Seasonal permits will be available for purchase through an invoicing system administered by City staff. Daily permits will be available for purchase through the PayByPhone system.

Public/Civic Agency Input

The proposed use of fees for tour buses to use Canada Place has been discussed on two occasions (December 2018 and February 2019) with the City's Tour Bus Stakeholder group. This group has representatives from major tour bus operators such as West Coast Sightseeing and Land and Sea Tours, the Port of Vancouver, Tourism Vancouver, and several other smaller tour bus operators. Concerns from this group included:

Concern	Proposed Mitigations
General concerns with the amount of the fee	Fee was initially proposed to be \$50/licence plate/day. This was reduced to \$25/licence plate/day based upon projected usage by the group.
Distance to from the cruise ship terminal to W. Cordova Street	Canada Place still remains as an option; however, there will be a cost associated with this convenience.
Heavy users complained of the administrative burden associated with daily payment	A seasonal pass option is now being recommended alongside the daily pay option
Concern that fees collected will exceed the cost of the additional VPD resources	Fee is based upon usage projections provided by users; rates can be adjusted in future years. Note that the lost meter revenue on W. Cordova St. has not been accounted for in the fee calculation – as with other shared tour bus zones in the City, it is provided to all bus operators for no additional fee.
More time to load on Canada Place (current limit is three minutes)	Staff can monitor tour bus demand after the permit fee is implemented. If demand decreases, the time buses are allowed to stop can potentially be increased.

Implications/Related Issues/Risk***Financial***

The costs associated with additional VPD resources for Canada Place are estimated at \$175,000 per annum. It is expected that the additional fees and fines collected as part of approving the recommendations contained in this Council report would fully offset these costs, thereby creating no net financial impact.

CONCLUSION

As a result of growing tour bus congestion on Canada Place and the need to manage it, staff recommend that a new fee be levied on tour buses for access to the tour bus zone on Canada Place. This fee will directly fund the presence of a VPD officer stationed on Canada Place full-time to provide enforcement and to manage congestion through the busy summer season.

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BY-LAW NO.

**A By-law to amend
Street and Traffic By-law No. 2849
regarding Tour Bus Parking on 800-900 Canada Place**

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. This by-law amends the indicated provisions of the Street and Traffic By-law, No. 2849.

2. Council inserts the following definition in section 3 in correct alphabetical order:

“**Tour Bus**” means a bus with the name and address of its operator or owner plainly displayed in letters and figures not less than 5 cm high in a conspicuous place on both sides of the vehicle.”.

3. Council strikes section 21.7 and substitutes the following:

“21.7 An owner, registered owner, lessee or operator of a vehicle other than a tour bus must not cause, allow or permit that vehicle to stop in a tour bus zone, and a tour bus may only stop in a tour bus zone for a maximum duration of 15 minutes, unless otherwise permitted by a traffic sign.

21.7A An owner, registered owner, lessee or operator of a tour bus must not cause, allow or permit that tour bus to stop in the tour bus zone on Canada Place between Burrard Street and Howe Street unless the owner, registered owner, lessee or operator holds a valid Canada Place bus zone permit, in which case the tour bus may stop in the Canada Place tour bus zone for a maximum duration of 15 minutes, unless otherwise permitted by a traffic sign.

21.7B The City Engineer may issue:

- a) a one-day permit to a tour bus that allows stopping on a day between May 1 and October 15 in the tour bus zone on Canada Place between Burrard Street and Howe Street for a fee of \$25; and,
- b) a seasonal permit to a tour bus that allows stopping on any day between May 1 and October 15 in the tour bus zone on Canada Place between Burrard Street and Howe Street for a fee of \$2,000.”

4. Council inserts the following provision and fine amount into section 103 (2) after the text “\$200.00”

“21.7A.....\$400.00”

5. A decision by a court that any part of this By-law is illegal, void, or unenforceable severs that part from this By-law, and is not to affect the balance of this By-law.

6. This By-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this _____ day of _____, 2019

Mayor

City Clerk

BY-LAW NO
A by-law to amend the By-law Notice Enforcement By-law No. 10201
regarding Tour Bus Parking on 800-900 Canada Place

THE COUNCIL OF THE CITY OF VANCOUVER, in public meeting, enacts as follows:

1. This by-law amends the indicated provisions of the By-law Notice Enforcement By-law No. 10201.
2. Council inserts the following text into Schedule A after the entry for 21.7, but before the entry for 72A(1):

“21.7A	Tour Bus stopped on 800-900 Canada Place without a permit	400	160	200”
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3. A decision by a court that any part of this By-law is illegal, void, or unenforceable severs that part from this By-law, and is not to affect the balance of this By-law.
4. This By-law is to come into force and take effect on the date of its enactment.

ENACTED by Council this day of , 2019

Mayor

City Clerk