

Transit Service Consultation

Alternatives to Route 23 Main Street Station/English Bay A Summary of Public Engagement November 27-December 11, 2023



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Executive Summary

Background

Route 23, which operates through Vancouver's Chinatown, Yaletown, and West End, has been experiencing high levels of crowding and frequent pass-ups due to the use of community shuttle vehicles with limited capacity. The route's current infrastructure, including narrow roadways and tight turns, restricts the use of larger, 40-foot buses.

Proposed Route Changes

To address these issues, TransLink proposed a permanent solution involving changes to the route to accommodate 40-foot buses and improve service efficiency. The key changes include:

- 1. Elimination of westbound service on Keefer St. with retained eastbound service.
- 2. Addition of westbound service to Expo Blvd. between Quebec St. and Pat Quinn Way.
- 3. Shift of westbound service from Beach Ave. to Pacific St. between Howe St. and Jervis St. for two-way service along Pacific St.
- 4. Rerouting to Burrard Station via Denman St. and Robson St. instead of using Bidwell St. for turnarounds.

Public Engagement

TransLink conducted a public engagement process from November 27 to December 11, 2023, to gather feedback and input from customers and stakeholders. The engagement aimed to inform the public about the proposed route changes, understand their concerns and perspectives, and identify any impacts or considerations overlooked in the analysis.

Engagement Approach

TransLink followed a structured approach to public engagement, adhering to the Inform and Consult levels of the engagement spectrum. The goal was to provide balanced information, gather feedback, and demonstrate how public input would influence decision-making.

Engagement Findings

The public engagement process revealed several key themes and concerns:

- 1. The need to increase capacity on route 23 due to frequent pass-ups was widely acknowledged.
- 2. The importance of maintaining service on Beach Avenue due to the steep grade between Beach Ave. and Pacific St., particularly for seniors and residents with mobility challenges living in the area.
- 3. Concerns about potential reliability issues on Denman St. and Robson St. due to congestion, which could impact the overall service quality.
- 4. Support for removing bus stops that align with TransLink's Transit Service Guidelines to achieve consistent stop spacing and improve service efficiency.

Route 23- Engagement at a glance



Conclusions and Next Steps

TransLink, in collaboration with the City of Vancouver, is refining upgrades for Route 23 based on public feedback. Key changes include transitioning from community shuttles to standard buses, maintaining westbound service along Beach Avenue, and relocating westbound service from Keefer to Expo. Additionally, bus stop balancing will be implemented, and the route will continue to terminate at Davie and Bidwell Street. Construction is set to begin in Summer 2024, with route upgrades slated for 2025.

Context

Operating through Vancouver's Chinatown, Yaletown, and West End, route 23 serves a densely-populated corridor, multiple SkyTrain stations, and popular destinations – particularly during summer months. This route has been experiencing high levels of crowding and passengers often being passed up by full buses. Because of this, route 23 was the subject of the highest number of customer complaints per million trips of any route in the TransLink system.

These issues are primarily caused by the use of community shuttle vehicles, which have a hard capacity of 21-24 people. Community shuttles continue to be used on route 23 for two main reasons:

- 40-foot buses struggle to negotiate several turns along the route. This issue is compounded by the presence of on-street parking.
- The City of Vancouver has indicated that the pavement on Bidwell St., which the westbound route uses to turn around before beginning eastbound trips, cannot support the weight of a 40-foot bus.

These two constraints limit the ability to increase the capacity of the route, which is already operating at 6-minute headways at peak.

To alleviate this chronic issue, CMBC introduced special trips on route 23 using 40-foot buses during summer 2023:

- This solution addressed only the most acute periods of pass-ups as it operated only on weekend evenings; pass-ups occur at many other times as well.
- The special trips must use a different pattern from the regular 23 route due to road constraints (existing lane widths with adjacent on-street parking and pavement weight restrictions).

While feedback on this special route has been positive, it should not be a permanent solution. The use of different patterns significantly reduces route legibility for customers, it does not serve many important local destinations, and only addresses crowding and pass-ups at key times. A permanent solution to address crowding and pass-ups is still needed.

Proposed Route Changes

In the fall of 2023, TransLink proposed a permanent solution to crowding and pass ups on route 23 by modifying the route so that it can be served by 40-foot buses on all trips. The current roadway configuration and lane widths with on-street parking on Keefer St. and Beach Ave., as well as the inadequate pavement on Bidwell St. Were considerations when developing the proposed route changes. The need for a route change creates an opportunity to simplify the route, improve route legibility, and reduce travel times.

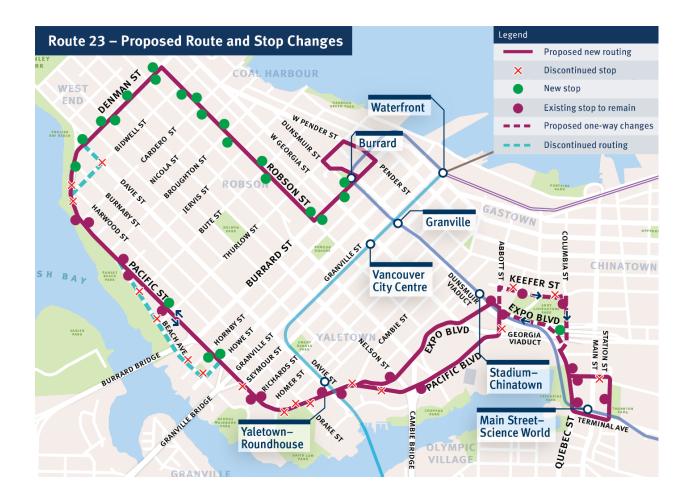
Due to infrastructure constraints on the existing route, the proposed route change:

- Removes westbound service on Keefer St. Eastbound service would remain unchanged.
- Adds westbound service to Expo Blvd. between Quebec St. and Pat Quinn Way.
- Shifts westbound service from Beach Ave. to Pacific St. between Howe St. and Jervis St. for two-way service along Pacific St.
- Instead of turning using Bidwell St. near its western terminus, buses will proceed on Denman St. and Robson St. to serve Burrard Station, where buses can layover and turn around.



The proposed changes to route 23 include the addition of 22 new bus stops. Six brand new stops would be installed along the route, and 16 existing bus stops that currently serve route 5 in Downtown Vancouver would be added due to the proposed extension of route 23 to Burrard Station.

The proposed changes would require the removal of seven bus stops on Beach Ave., westbound Keefer St, and Davie St. The improved service also provides an opportunity to remove 10 additional bus stops to better align bus stop spacing with TransLink's Transit Service Guidelines. By removing these bus stops, we can achieve more consistent stop spacing, maintain convenient access, and provide faster, more reliable service for route 23 customers.



From November 27 to December 11, 2023, TransLink undertook a public engagement aimed to both inform of the rationale behind our decisions on the proposed route, and to identify any overlooked considerations in our analysis.

Engagement Findings

- The most common themes from the question "Is there any information or perspective you'd like to share with us that might not have been considered in our analysis?"
 - The necessity to increase capacity on route 23 due to frequent pass-ups.
 - The importance of continuing to provide service on Beach Avenue due to the steep grade between Beach Ave. and Pacific St. Many survey respondents identified as seniors or residents with mobility challenges who live on Beach Ave. and expressed that this steep grade presents a major barrier to access.
 - The possibility of the extension to Burrard Station along Denman St. and Robson St. leading to reliability issues due to congestion on both streets.
- The most common themes from the question "Looking at the plans and rationale to close some bus stops and relocate others, have we missed anything?"

- Many respondents understood the rationale to remove stops in alignment with TransLink's Transit Service Guidelines.
- The removal of stops on Beach Avenue, and to a lesser extent Keefer St., resulted in some negative responses.
- The importance of retaining the stop at EB Seymour Mews was mentioned several times by respondents as it directly serves University Canada West.
- The most common themes from the question "Is there anything else that you would like to tell us about route 23?
 - Route 23 needs to be upgraded due to frequent pass-ups. Many respondents feel that this is long overdue.
 - Service needs to remain on Beach Avenue due to the steep hill leading to Pacific St.
 - o Extending the route to Burrard Station could cause delays due to congestion.

Conclusions and Next Steps

TransLink has heard from customers that route 23 requires a capacity increase due to frequent pass-ups, that service on Beach Ave. is an important connection for residents, and that congestion on Denman St. and Robson St. is a concern that could impact reliability.

For spring and summer 2024, TransLink is planning to address chronic pass-ups by supplementing existing service on route 23 with additional trips using community shuttles. The additional trips aim to increase capacity and reduce pass ups in the short term, but a permanent solution to increase capacity by converting the vehicle type to 40' standard buses is still needed.

Based on feedback gathered through our public engagement, TransLink is currently working with the City of Vancouver to refine the upgrades for Route 23:

- Upgrade from community shuttle to standard buses
- Maintain westbound transit service along Beach Avenue
- Shift westbound service from Keefer to Expo from Quebec St and Pat Quinn Way
- Implement bus stop balancing
- Keep existing route terminus at Davie and Bidwell Street (extension of route 23 service along Denman/Robson to Burrard Station will not be implemented)
- Construction planned by the City of Vancouver in Summer 2024 to allow TransLink to upgrade the route to standard buses in 2025

TransLink Engagement Approach

Public engagement on the proposal for route 23 occurred at both the **Inform** and **Consult** levels of the engagement spectrum.

1. **Inform**: To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.

Promise to the public: We will keep you informed

Example tools & techniques: Bus stop signage, website information, social media, key

stakeholder letters

2. **Consult**: To obtain public feedback on analysis, alternatives, and/or decisions.

Promise to the public: We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.

Example tools & techniques: Public comments, surveys, individual stakeholder meetings

Engagement Goal:

To measure and report out on public and stakeholder feedback and so better understand possible customer and community impacts of the proposed alternative route.

Engagement seeks to:

- Gather a balanced level of feedback from customers who would be affected by service changes to Route 23;
- Pay particular attention to equity-seeking groups or communities from whom we might not
 ordinarily hear through typical engagement processes (such as older adults/elders, persons
 living with disabilities, New Canadians, non-English speakers); and
- Provide insight on public support and feedback to inform plan recommendations to the approving body of these service changes, the Service Change Directors Oversight Committee (SCDOC).

Engagement Objectives:

INFORM the public and stakeholders of:

- The proposed changes to routing and stop locations that will reduce crowding and pass-up
 issues on route 23 by upsizing the vehicle that serves this route from a community shuttle to a
 40-foot conventional bus;
- Which alternate route options were explored and rejected; and
- The opportunities for the public and stakeholders to provide feedback on the proposed changes.

CONSULT the public and stakeholders by asking:

- Is there any information or perspective you'd like to share with us that might not have been considered in our analysis of alternative routing for route 23?;
- Looking at the plans and rationale to close or relocate some bus stops, have we missed anything?; and
- Is there any other feedback that you'd like to share with TransLink on the route 23.

Key Messages

- TransLink is seeking public feedback on proposed service improvements that will double the capacity of every trip on route 23.
 - o These proposed changes are a direct result of customer feedback.
 - Following public input, we anticipate making improvements to this route by summer 2024.
- To address the existing route's narrow roadways and tight turns, the proposed changes will allow route 23 to operate with larger 40-foot buses.
 - The proposed changes include shifting some westbound service from Beach Ave. to Pacific St., adding some westbound service to Expo Blvd., and removing westbound service on Keefer St.
 - Burrard Station will serve as the new western terminus for route 23.
- From November 27 to December 11, 2023, TransLink is asking customers who use route 23 to provide their feedback and help shape the future of the route. Learn more and take the survey at translink.ca/route23.
 - We want to hear from you! Your feedback is crucial as it helps TransLink identify how we can best deliver service improvements.

What is a Transit Service Consultation?

- Transit Service Consultations are a part of our ongoing management of the transit network.
 - This process allows us to listen to feedback from the public, propose service change solutions, and do our best to ensure that proposed changes meet customers' needs prior to approval and implementation.

Engagement techniques

- website information (including project background, FAQ, route maps, link to survey) at <u>Managing the Transit Network</u>
- online survey
- at-stop information signage with QR code linking to online survey.
- Internal communication on Q here <u>We're asking</u> <u>customers for feedback on alternatives for</u> <u>Route 32</u>
- information bulletin to public and media
- pop-up information sessions in community



Transit Service Consultation



Transit Service Consultations are a part of our ongoing management of the transit network. This process allows us to listen to feedback from the public, propose service change solutions, and do our best to ensure that proposed changes meet customers' needs prior to approval and implementation.

23 Main St Station/English Bay - Proposed Service Improvements

TransLink is seeking public input on proposed service improvements that will upgrade route 23 from community shuttles to 40-foot buses — more than doubling the capacity of the route, addressing overcrowding and pass ups, and ultimately improving the customer experience. TransLink is proposing changes to route 23 in response to customer feedback.

Route 23 Engagement

(Dec. 19, 2023) Our survey is now closed. Thank you for participating! We'll share our findings on this page in the coming months.

Proposed Changes	+
Frequently Asked Questions	+
Previous Transit Service Consultations	+

Copy from TransLink website

Promotion of engagement

The engagement was promoted primarily through digital means, with opportunities to access information and the survey online.

Secondary engagement was via bus stop signs at 38 route-specific bus stops. These signs included a QR code to the engagement website. NexText ads were also employed to alert customers to the engagement at a specific stop level.

Promotion also included email communications to some 48 key stakeholders, inviting them to share the survey link with their communities. (refer to Appendix 'A')

Community organizations and agencies were provided with the information bulletin, and we extended the invitation for us to come and speak to their communities in person if desired.

The City of Vancouver also promoted the engagement through their website Improving bus stops | City of Vancouver.

We're proposing changes to route 23

The proposed route changes would allow us to upgrade this route to bigger buses, providing more space for customers.



Visit translink.ca/route23 or scan the QR code to learn more and have your say on the proposed changes from November 27 to December 11.





Typical bus stop signage directing customers to survey.

CEN Screens on the system



Formatting for digital promotion of engagement

Formatted promotions were placed on digital communications screens in selected locations on the system, such as in SkyTrain stations, and at internal staff locations for operators and other employees.



TransLink Listens

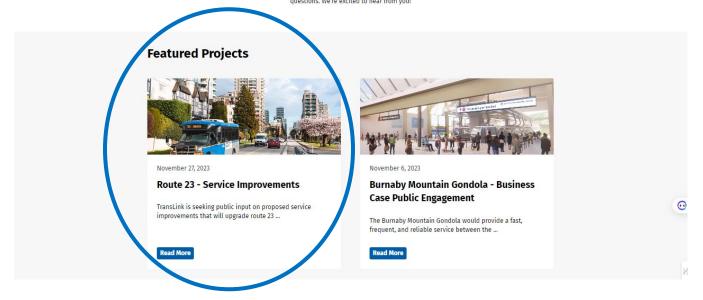
The TransLink public engagement hub, TransLink Listens hosted the Service Improvement engagement for Route 23 as a featured project.

This page included a project overview, link to project survey, a list of in-person information sessions dates and locations, and contact information for project staff including phone number and email contact.



Welcome to TransLink Listens

We're listening! TransLink is committed to full, inclusive public consultation and community engagement and we want to make it easy to participate. Help shape featured TransLink plans and projects that impact you by signing up on this site and contributing your ideas and questions. We're excited to hear from you!



Who's Listening

Drew Ferrari & Beverly Walker Public Engagement Team

Email publicengagement@translink.ca

More information on translink.ca

In-Person Info Sessions

Important Links

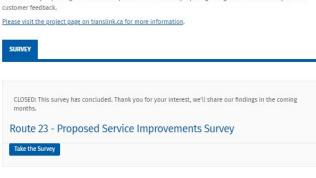


Home / Route 23 - Service Improvements

Route 23 - Service Improvements



TransLink is seeking public input on proposed service improvements that will upgrade route 23 shuttles to 40-foot buses - more than doubling the capacity of the route, addressing overcrowding and pass ups, and ultimately improving the customer experience. TransLink is proposing changes to route 23 in response to



Page last updated: 19 Dec 2023, 12:24 PM

Media Coverage

Although there was limited media coverage of the Route 23 engagement, one notable article was published by The Daily Hive, titled "Bigger bus and route extension for TransLink's popular No. 23 West End service." The media team received no additional inquiries from other media outlets.



Posters

Community posters were created for placement in community centres, libraries, cultural and recreational centres to spread awareness of the engagement. These posters were also translated into both Traditional Chinese and Simplified Chinese.



VANCOUVER



Large Format Maps

Large-scale maps with large text and simplified symbols were prepared to accompany in-person pop-up activities. These were valuable in explain the difference between the existing and proposed routing, as well as the locations of bus stops that would be new, relocated, or discontinued.

Pop-Up Community Information Sessions

During the engagement period, we conducted six community information pop-up sessions, which were staffed by TransLink planners from System Planning, as well as Public Affairs staff. These were meant to reach people at key locations along the route of the 23 where there would be natural gatherings of potential transit users and community members. In total, we had 206 individual conversations with stakeholders:

•	Friday, Dec.1	11:00am-2:00pm	Roundhouse Community Centre (47)
•	Friday, Dec.1	3:30pm-6:30pm	West End Community Centre (45)
•	Saturday, Dec.2	11:00am-1:00pm	Main Street-Science World SkyTrain Station (22)
•	Wednesday, Dec.6	3:00pm-5:00pm	Stadium-Chinatown SkyTrain Station (37)
•	Monday, Dec. 11	9:15-10:30 am	Carnegie Community Centre Seniors Lounge (29)
•	Wednesday, Dec. 13	11:00am-1:00pm	West End Senior's Network (26)







Summary reports of each of these pop-ups were created, and tracked not only the comments of participants themselves, but the general sentiment of interactions, whether the participant was generally supportive, neutral, or generally unsupportive of the proposal or some of its elements.

Survey Tool

The online survey was completed by 747 individuals and gathered 1,364 comments from participants.

Route 23 - Proposed Service Improvements Survey

You will be submitting this survey as dmferrari, to change this logout

0% answered

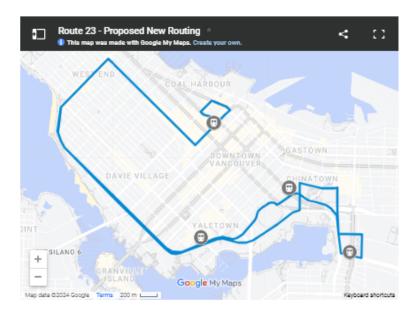
Overview

To address overcrowding and pass-ups on bus route 23, TransLink is seeking public input on a proposed reroute and plan to upgrade service from community shuttles to larger 40-foot buses – more than doubling the customer capacity on this route. Until December 11, the community will have the opportunity to provide feedback on proposed improvements to the existing route.

Operating in Vancouver's Chinatown, Yaletown, and West End, route 23 serves a densely-populated corridor, multiple SkyTrain stations, and popular destinations – particularly during summer months. Due to infrastructure (roadway) limitations, the route is currently served by community shuttles, which have a maximum capacity of 24 passengers.

The proposed new route:

- Shifts westbound service from Beach Avenue to Pacific Street between Howe Street and Jervis Street for two-way service
 along Pacific Street.
- Shifts westbound service from Keefer Street to Expo Boulevard between Quebec Street and Pat Quinn Way.
- · Extends the route along Denman Street and Robson Street to serve Burrard Station.

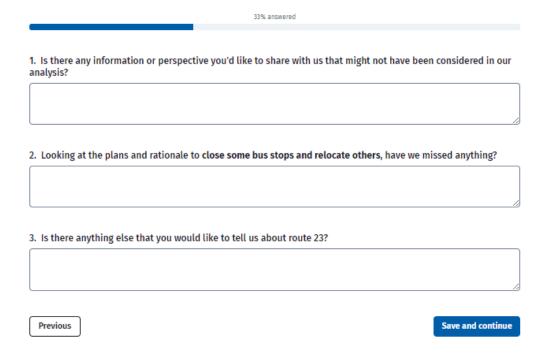


For detailed information, please visit the project page on translink.ca.

Please note: The information requested via this survey is collected by TransLink for the purpose of gathering your feedback on service improvements for Route 23. To the extent that any of this information is personal information, the collection is done in accordance with s 26(e) of the Freedom of Information and Protection of Privacy Act. All information will be anonymized and aggregated prior to publication. Please direct any questions regarding the collection and use of this information to publicengagement@translink.ca.

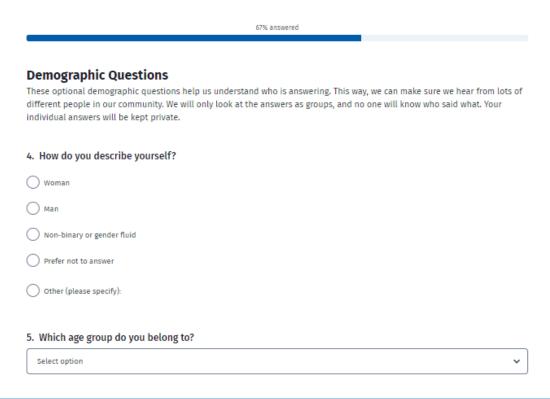
Save and continue

Route 23 - Proposed Service Improvements Survey



The survey also went on to capture general demographic information from respondents, which are standardized questions across all TransLink surveys.

Route 23 - Proposed Service Improvements Survey

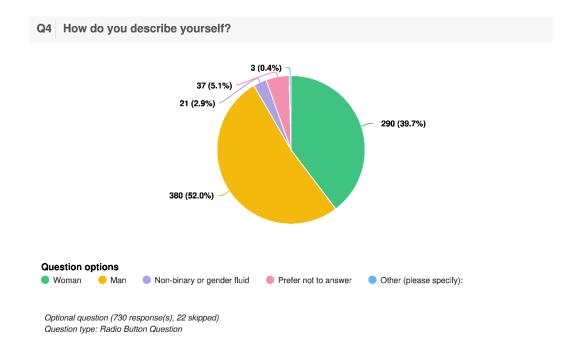


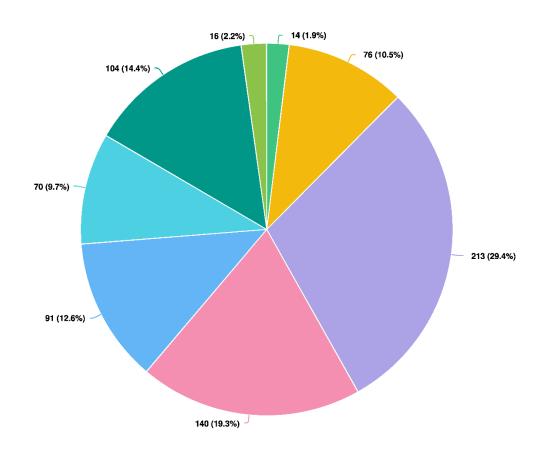
Do you identify as a member of the 2SLGBTQIA+ community? This refers to individuals who self-identify as lesbian, gay, bisexual, queer, intersex, asexual, pansexual or two-spirited.	j
Yes	
○ No	
Prefer not to answer	
7. Do you live with a disability that affects your use of transit?	
Yes	
○ No	
Prefer not to answer	
8. Which group/race/ethnicity do you identify with?	
First Nations, Inuk (Inuit), Métis	
Caucasian/European origin	
Black (e.g., African, Caribbean, etc.)	
Chinese	
Other East Asian (e.g., Japanese, Korean, Filipino, etc.)	
South Asian (e.g., Indian, Pakistani, Nepalese, etc.)	
Latin American (e.g., Mexican, Colombian, Argentinian, etc.)	
Middle Eastern/North African (e.g., Saudi Arabian, Syrian, Egyptian, etc.)	
Prefer not to answer	
Other (please specify):	
9. Which municipality do you live in?	_
Select option	~
10. What are the first three digits of your postal code?	\neg
Maximum 3 characters	0/3
Maximum 3 characters	0/3

11. What type of housing do you live in?
Single
Townhouse/rowhouse
Duplex/semi-detached
Apartment or condo in a building that has fewer than five stories
Apartment or condo in a building that has more than five stories
I do not have permanent housing
Prefer not to answer
Other (please specify):
12. Do you rent or own your home?
Own (even if it still being paid)
Rent (even if no cash rent is being paid)
○ N/A
Prefer not to answer
Other (please specify):
13. Which of the following options best describe your current employment status?
Select option v
Note:
14. Which of the following options best describe your total household income before taxes for last year?
Select option 🗸
Previous

What We Heard

The survey overall garnered **747** responses, which contained **1364** comments.

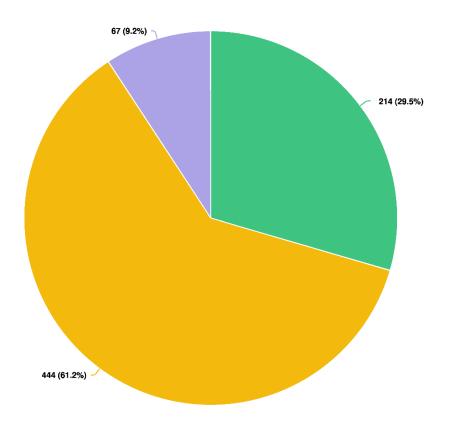






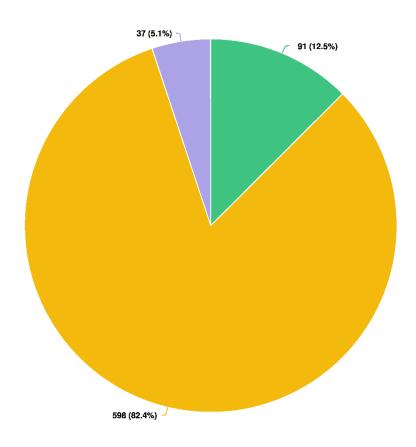
Optional question (723 response(s), 29 skipped) Question type: Dropdown Question

Q6 Do you identify as a member of the 2SLGBTQIA+ community? This refers to individuals who self-identify as lesbian, gay, bisexual, queer, intersex, asexual, pansexual or two-spirited.



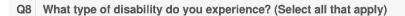


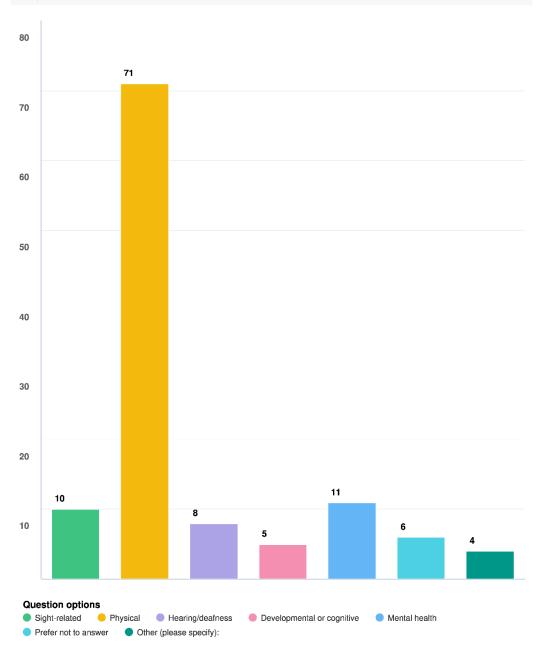
Optional question (724 response(s), 28 skipped) Question type: Radio Button Question



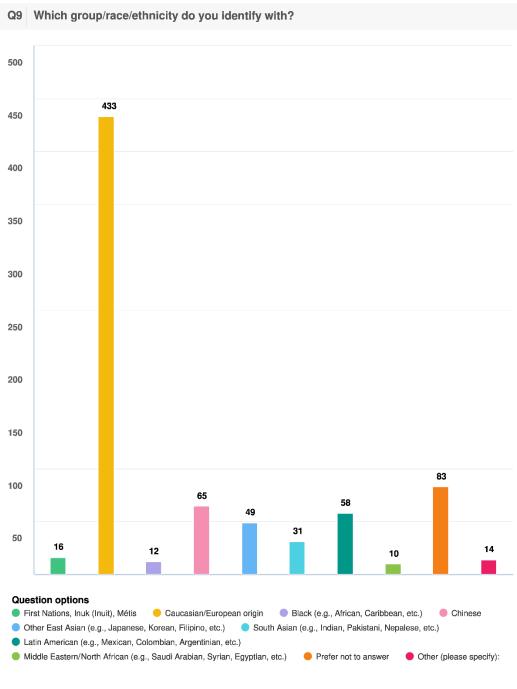


Optional question (725 response(s), 27 skipped) Question type: Radio Button Question

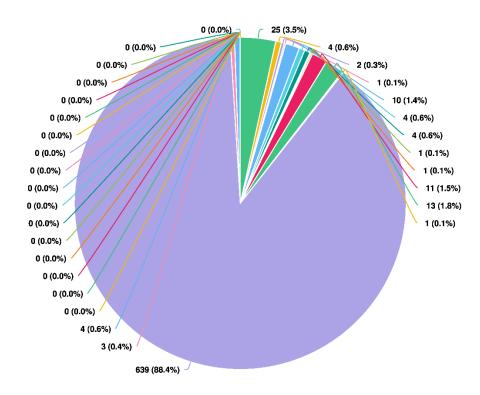




Optional question (89 response(s), 663 skipped) Question type: Checkbox Question

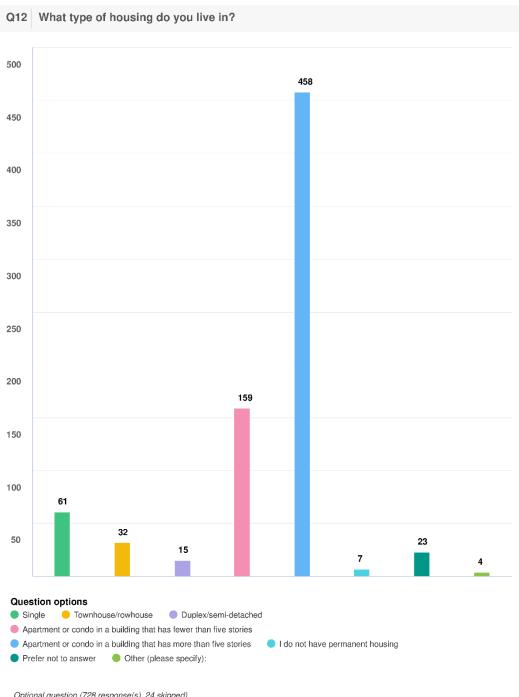


Optional question (725 response(s), 27 skipped) Question type: Checkbox Question

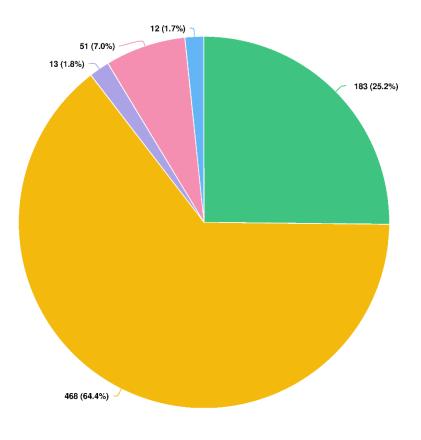




Optional question (722 response(s), 30 skipped) Question type: Dropdown Question

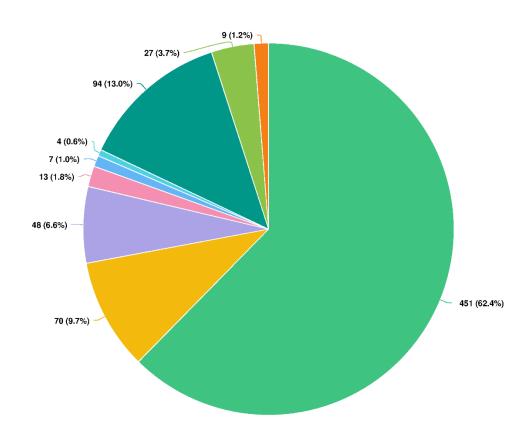


Optional question (728 response(s), 24 skipped) Question type: Checkbox Question



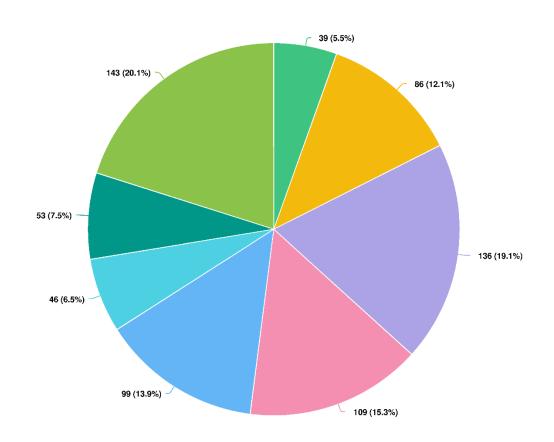


Optional question (726 response(s), 26 skipped) Question type: Radio Button Question





Optional question (722 response(s), 30 skipped) Question type: Dropdown Question Q15 Which of the following options best describe your total household income before taxes for last year?





Question type: Dropdown Question

INVITATION to ENGAGEMENT





TransLink seeks public feedback for Route 23 improvements

This notice contains important information that may affect you. Please ask someone to translate it for you.

Cet avis contient des renseignements importants qui pourraient vous concerner. Veuillez demander à quelqu'un de le traduire pour vous.

此通告包含可能影響閣下的重要資訊。 請找人為您翻譯。 이 공지문은 귀하에게 영향을 미칠 수 있는 중요한 정보를 포함하고 있습니다. 이를 번역해 줄 수 있는 사람에게 의뢰하시기 바랍니다.

Thông báo này có chứa những thông tin quan trọng có thể ảnh hưởng đến quý vị. Vui lòng nhờ người phiên dịch hộ. Este aviso contiene información importante que puede afectarle personalmente. Pídale a alguien que se lo traduzca.

ਇਸ ਨੋਟਸਿ ਵਾੱਚ ਮਹੱਤਵਪੂਰਨ ਜਾਣਕਾਰੀ ਹੈ ਜੇ ਤੁਹਾਨੂੰ ਪ੍ਰਭਾਵਤਿ ਕਰ ਸਕਦੀ ਹੈ। ਕਰਿਪਾ ਕਰਕੇ ਕਸਿ ਨੂੰ ਤੁਹਾਡੇ ਲਈ ਇਸ ਦਾ ਅਨੁਵਾਦ ਕਰਨ ਲਈ ਕਹੋ।

Dear neighbour,

In partnership with the City of Vancouver, TransLink is seeking public feedback on proposed service improvements that will double the capacity of every trip on Route 23.

https://www.translink.ca/schedules-and-maps/route/23/direction/1/schedule

Operating in Vancouver's Chinatown, Yaletown, and West End, Route 23 serves a densely-populated corridor, multiple SkyTrain stations, and popular destinations – particularly during summer months. Due to infrastructure (roadway) limitations, the route is currently served by community shuttles, which have a maximum capacity of 24 passengers and often reach capacity.

This proposed change is a direct result of customer feedback. Routing changes to the 23 will allow us to run full-size, 40-foot buses on this route. Currently, the road network along Route 23 cannot accommodate larger buses because of curbside parking, narrow roadway lanes, and insufficient pavement. These changes will reduce overcrowding and pass-ups, improving reliability and the customer experience.



INVITATION to ENGAGEMENT





Following public input, we anticipate implementing solutions as early as summer 2024.

From November 27 to December 11, 2023, TransLink is asking customers who use Route 23 to provide their feedback and help shape the future of the route.

We want to hear from you! Public feedback is crucial as it provides TransLink with an opportunity to listen to customers, helping us identify how we can best implement service improvements.

Get Connected

- Learn more and take the **survey** at our project page <u>translink.ca/route23</u>.
- Visit us in person at one of our community information pop-ups:

Friday, Dec.1 11:00 am-2:00pm Roundhouse Community Centre
 Friday, Dec.1 3:30pm-6:30pm West End Community Centre
 Saturday, Dec.2 11:00am-1:00pm Main Street-Science World SkyTrain Station
 Wednesday, Dec.6 3:00pm-5:00pm Stadium - Chinatown SkyTrain Station

We are committed to providing low-barrier and accessible engagement opportunities. If you have engagement access needs that are not being met, please reach out to us to tailor a solution. We will do our best to work with you to meet your needs. Contact us by email to make your request at the contact information listed below.

Thank you for your consideration, and we look forward to connecting with you soon.

TransLink Service Change Planning Team

Who's listening:

Drew Ferrari, Senior Advisor, Public Affairs publicengagement@translink.ca

APPENDIX 'B'

Survey Open-Ended Questions- complete responses

For the purposes of this report survey responses will be available upon request. For a comprehensive copy of the individual survey responses, please contact publicengagement@translink.ca