

THE CORPORATION OF THE DISTRICT OF BURNABY

September 30, 1966

HIS WORSHIP, THE REEVE, AND
MEMBERS OF THE COUNCIL

Gentlemen:

REPORT OF THE TRAFFIC SAFETY COMMITTEE

Your Committee would report as follows:

(1) Willingdon Avenue between Bond and Grange Streets

The Council received a submission from the Burnaby Chamber of Commerce on July 11th in which it was urged that an expenditure of \$8,000.00 be made to provide a second Southbound lane on Willingdon Avenue between Bond and Grange Streets, and possibly a turning lane from Willingdon Avenue onto Grange Street as well.

The following two questions arose in Council at that time:

- (a) What would be the consequences in the municipality providing a left-turn slot on Willingdon Avenue at Grange Street for the purpose of minimizing congestion and making for smoother traffic flows there?
- (b) Would any of the expenditure required to provide the Southbound lane desired by the Chamber be salvageable when Willingdon Avenue is completed to its ultimate standard?

The information supplied to Council by the Municipal Manager in response to these two questions was that:

- (a) It would cost \$2,000.00 to provide the left-turn slot on Willingdon Avenue at Grange Street. The Municipal Engineer felt that such a facility would be undesirable because it would have a tendency to permanently establish a pattern of left-turning movements from Willingdon Avenue onto Grange Street and thus create a greater capacity than this Street is intended to carry.
- (b) The bulk of the \$8,000.00 for the additional lane would likely not be salvageable when Willingdon Avenue is reconstructed.

The Council referred the above request to the Traffic Safety Committee for an opinion.

We received a delegation from the Burnaby Chamber of Commerce at our last meeting in regard to the general question of providing improved facilities for traffic movements on Willingdon Avenue.

The points made by the spokesman were that:

- (a) there is an urgent need for this additional lane between Bond and Grange Streets because Willingdon Avenue is wider at both ends;
- (b) Willingdon Avenue is the only north-south route in the municipality at the present time which provides access to three main shopping centres;
- (c) it will likely be two years before the ultimate widening of Willingdon Avenue occurs and therefore an expenditure of \$8,000.00 would, even if none of it was salvageable, not be too great when considering the improvement which it would afford;
- (d) because of the heavy volumes of traffic on Willingdon Avenue in the Southbound direction (many of which are commercial vehicles that travel slower than passenger vehicles), traffic flows are not as smooth as they could be.

Your Committee considered:

- (a) the specific request for the additional lane on Willingdon Avenue;
- (b) the suggestion concerning a left-turn slot on Willingdon Avenue at Grange Street;
- (c) the effect which would be felt on the signal at Kingsway and Willingdon Avenue if the additional lane mentioned earlier was provided;
- (d) the possible improvement which might result if the pedestrian crosswalk on Kingsway at the East side of Willingdon Avenue was relocated to the West side of that Avenue at Kingsway.

With regard to this last point, we were informed that this crosswalk relocation has been approved and will be undertaken very shortly. We would point out that this relocation will enable Southbound traffic on Willingdon Avenue turning left onto Kingsway to do so without disruption from the pedestrian flow which occurs in the present crosswalk on Kingsway at the East side of Willingdon Avenue.

Concerning the signal on Kingsway at Willingdon Avenue, we feel that possibly a revision in the cycle of the signal to provide the Southbound Willingdon Avenue movement approaching Kingsway with a ten-second advance green would, in conjunction with the relocation of the crosswalk, allow more traffic leaving Willingdon Avenue and left-turning onto Kingsway to make that movement with each signal phase.

We also feel that the provision of the additional lane for the Southbound movement on Willingdon Avenue between Bond and Grange Streets can be justified because the need for such a facility outweighs the relatively minor expenditure (\$8,000.00) which would be incurred, especially when it is possible some of this work might be salvageable when Willingdon Avenue is developed to its ultimate standard and also, because it is likely two years hence at the earliest before this widening project will be undertaken.

In conclusion, your Committee would recommend:

- (a) that Council authorize an expenditure of \$8,000.00 for the construction of an additional Southbound lane on Willingdon Avenue between Bond Street and Grange Street;
- (b) that overtures be made to the Department of Highways to alter the cycle of the signal on Kingsway at Willingdon Avenue to provide a ten-second advance green for the Southbound movement entering Kingsway.

(2) Nelson Avenue at Kingsway

Your Committee received a request for a passenger loading zone at the Nelson Avenue entrance to the South Burnaby Medical Building located at the South-East corner of Nelson Avenue and Kingsway.

There is presently a one-hour parking prohibition on Kingsway, with a stopping prohibition between four p.m. and six p.m.

On Nelson Avenue adjacent to the Medical Building, there is a "No Parking Anytime" prohibition from Kingsway South to within two car lengths of the lane. The area occupied by these two car lengths has a two-hour parking prohibition between 9 a.m. and 6 p.m.

The purpose of the "No Parking Anytime" prohibition is to provide vehicle storage at the traffic light on Kingsway at Nelson Avenue for the large volume of traffic generated by the Simpsons-Sears parking lot as well as others in the area.

The two-hour parking area is south of the main entrance to the building but is the closest a vehicle should be allowed to park without creating further congestion than presently exists.

Because of the heavy demand for parking in the area, the two-hour parking space is continually occupied by vehicles for the full two hours or more. This lack of turnover greatly reduces the chances of people finding a vacancy for unloading wheel-chair cases or old and invalid people. The answer seems to be the provision of a measure which will create a greater turnover in parking accommodation at the subject location.

To this end, we would recommend that the two-hour parking prohibition on the East side of Nelson Avenue from the lane South of Kingsway for a distance of two car spaces North be changed to a 15-minute parking zone.

(3) 4100 and 4200 Blocks Rumblo Street

A request was received that the boulevard trees in the above blocks of Rumblo Street be removed, and the ground there levelled, in order to provide a safer means of travel for children in the area.

The portion of Rumblo Street in question has no curbs or sidewalks. A Local Improvement was initiated there a while ago but it was defeated by the abutting owners. Pedestrians walking along this section of Rumblo Street must do so using various parts of the boulevard and road shoulders. For the most part, pedestrians can move with a fair degree of safety although conditions are not ideal. There is no particular problem location where a number of large broad-leaf maples grow to within a couple of feet from the pavement edge, thus forcing pedestrians onto the edge of the pavement. It is not reasonable to expect pedestrians to travel around the other side of the trees because the shoulder of the road drops away and is covered with bush and rubbish.

We considered the question of providing temporary gravel walks but are of the view that this is uneconomical because the expenditure would be wasted when concrete sidewalks were provided.

Your Committee does feel that pedestrian safety could be greatly improved by the removal of the previously mentioned maples and the berming of the boulevard by the trees to provide a walking facility more satisfactory than exists at the moment.

We would therefore recommend that these trees be removed and the boulevard there bermed.

(4) Brantford Avenue and Stanley Street

A request was received for a stop sign at the above location.

Investigation disclosed that the traffic pattern being established in the area indicates that a large number of motorists are using Stanley - Bryant - Irving Streets as a through route from the Sporling Avenue area to the Royal Oak area. Some accidents have occurred along this route, none of which were serious. In our view, the cause was driver inattention and ignorance of the regulation which gives the vehicle on the right the right-of-way.

Your Committee would point out that placing stop signs on the streets intersecting the route outlined above could have the effect of classifying it as a through street, thus attracting more traffic.

The future through street pattern in the area does not include this route. Oakland Street is the one that has been selected for the through East-West route.

While investigating the request, it was observed that there is a slight view obstruction at the South-East corner of the intersection, although it was not responsible for contributing to the accidents which have occurred. The owners of the property were contacted and they promised to remove this obstruction.

Since the warrants are not met for a stop sign at the intersection and because the municipality should not create an indication of a through street system for Stanley Street, we would recommend that stop signs not be provided on that Street at Brantford Avenue.

(5) 1400 Block Boundary Road

Your Committee received a complaint concerning an on-street parking problem in the 1400 block Boundary Road.

The complainant suggested that a one-hour parking restriction be imposed as a means of rectifying the problem.

As regards the complaint itself, the R.C.M.P. has given it attention and, we understand, this has to some extent been satisfactory.

In addition to the request for a parking limit, we were asked to consider the institution of a loading zone immediately in front of the building at 1410 Boundary Road.

This business has, at the present time, twelve off-street parking stalls and loading facilities for truck deliveries. It also has twenty employees, some of whom obviously must use the street for all-day parking. Some of the employees park in front of premises other than those for whom they are employed, which of course is a source of complaint from time to time.

While examining the parking problem described above, it was felt that the situation in the entire area bounded by Boundary Road, Lougheed Highway, Gilmore Avenue and Douglas Road should be studied before any "spot" remedies are implemented. It was observed that there are numerous businesses in the area which can provide no off-street parking on their own sites.

We feel that the solution might lie in the provision of a Local Improvement parking facility for the use of different businesses in the area.

If this is the answer, the municipality should know now while there is still land available for parking lots.

We would therefore recommend that Council authorize a complete study of the present and future parking needs in the area described above.

We would also recommend that no action be taken on the request for a parking restriction in the 1400 block Boundary Road until a decision is rendered in respect of the parking lot proposal mentioned in the previous paragraph.

(6) Bus Stop - 4178 Smith Avenue

A request was received to relocate the bus stop in front of 4178 Smith Avenue to a position in front of the parking lot serving that address.

It was also suggested that the area at the bus stop be blacktopped and a bench provided for bus patrons.

Some months ago, when the B. C. Hydro and Power Authority complained of a car parking problem at the bus stop area in front of 4178 Smith Avenue, it was noted that the bus stop was not located in the regulation farside position but was instead nearside the lane North of Spruce Street (which lies North of 4178 Smith Avenue). The Engineering Department informed the Authority that the bus stop should be moved back to its proper position. Shortly after this was done, the owner of 4178 Smith Avenue complained of the bus stop and requested its relocation to the position formerly occupied.

The reasons of the owner for his request are:

- (a) the bus now stops close to the windows of some suites and causes a disturbance to the tenants there;
- (b) with the bus stop in front of the door to the premises at 4178 Smith Avenue, patrons waiting litter paper and other similar things. This litter plus dirt finds its way onto the private property and is often tracked into the building;
- (c) he proposes to extend his lawn area to improve the appearance of his building;
- (d) many bus patrons wait inside the entrance to the building.

We feel some of the points of complaint do not truly involve the location of the bus stop and could be resolved by the owner himself.

The position of the present bus stop is, as mentioned earlier, in accordance with the farside bus stop policy of both the Corporation and the B. C. Hydro and Power Authority.

To relocate the bus stop, as requested, would only recreate the parking problem which originally existed and this may in time require the municipality to sign the area.

Your Committee would recommend that no action be taken on the request to relocate the subject bus stop to a position nearside the lane North of Spruce Street because of the bus stop policy and the fact that no special conditions exist which would dictate the need to relocate the stop.

(7) 4100 Block Hastings Street

A request was received for measures in the above block of Hastings Street to prevent exiting traffic movements from the Admiral Hotel parking lot interfering with the traffic flow on Hastings Street.

It is realized that cars leaving this parking lot and making left turns do momentarily disrupt the traffic flows on Hastings Street. However, this condition exists at many similar locations on the remainder of Hastings Street between Gilmore Avenue and Willingdon Avenue whose volumes are about the same as they are in front of the Admiral Hotel. Therefore, if left-turning movements were to be prohibited from the Admiral Hotel parking lot, the same treatment should be applied to all other similar locations.

Since we do not feel such action is justified at the present time, we would recommend that the request to prohibit left-turning movements from the Admiral Hotel parking lot be not entertained.

(8) Lane behind 40 South Delta Avenue

A complaint was received concerning a view obstruction at the above location.

Investigation disclosed that the offending thing causing the obstruction was a hedge. However, it could only constitute a hazard if a person travelling on the lane about to enter Empire Drive failed to stop before doing so. Such action would be in violation of Section 166(1) of the Motor Vehicle Act.

The complainant was contacted and, after an explanation of the foregoing section of the Motor Vehicle Act, he agreed that the problem was not as severe as originally believed.

The owners of the property on which the hedge is located were contacted and, although they felt the hedge did not present a problem, they indicated the hedge would be lowered the next time it is trimmed.

Your Committee would recommend that no action be taken with respect to the complaint, in view of the results of the investigation.

(9) Bowling Green Parking Lot in Central Park

We received a request that left turns for vehicular traffic be prohibited from Kingsway to and from the parking lot of the Bowling Green in Central Park.

The driveway from the Bowling Green Parking Lot to Kingsway is in a direct line with Inman Avenue, making what could be termed a four-way intersection. At the present time, left-turn movements are permitted from any leg of the "intersection".

Only one accident has occurred since 1961 which can be attributed to vehicular traffic from the Park, and this did not involve a left-turn movement. There have, however, been quite a number of rear-end collisions that could possibly be attributed to park-oriented traffic, although this movement did not appear to be involved itself.

There are frequent gaps in the traffic flows on Kingsway due to the platooning effect of the traffic lights at Boundary Road and at Patterson Avenue. These gaps should assist left-turning movements onto Kingsway from both the Park as well as Inman Avenue.

From the investigation, it was concluded that there is no need for left-turning prohibitions.

We would recommend that Council concur with this view.

We would hasten to add that there is nothing preventing the Parks and Recreation Commission from erecting "Right-Turn Only" signs on the driveway at Kingsway for exiting traffic.

In addition, since this parking lot primarily serves those attending the Bowling Club, the Parks and Recreation Commission should be able to arrange a route that does not involve left-turning movements.

(10) Parking on Linden Avenue

The attention of your Committee was drawn to a parking problem on Linden Avenue. We were asked to investigate the situation to determine whether measures could be implemented which would make for improvement.

The basic cause of the problem is that many of the apartments on Linden Avenue have not provided adequate off-street parking facilities for their tenants, with the result many of them park on the street.

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The problem described not only exists on Linden Avenue but in many other parts of the municipality where apartments have been built without adequate off-street parking facilities being provided. As a matter of fact, even with the present Zoning By-Law, which requires a ratio of 1:1, off-street parking facilities are in some instances not adequate.

The first proposal considered was the imposition of a time limit parking prohibition. It was felt that this would need to be on a twenty-four hour basis because most of the parking occurs during the evening and early morning hours. All this would accomplish would be to keep the street clear all night. As there are obviously deficiencies in the off-street parking facilities in the area, vehicles would be required to move to the next street and thus transfer the problem there.

What appears to be a satisfactory solution would be the provision by all property owners in the area of a community off-street parking lot. This would obviously involve a considerable financial outlay by these owners.

The investigator for the Engineering Department spoke to the complainant and, though he seemed rather frustrated by the situation, he appreciates that there appears to be no workable solution to the problem at the present time.

Your Committee would recommend that no action be taken on the complaint.

11. Parking adjacent to schools.

The question of parking adjacent to schools captured the attention of your Committee some years ago but no action was taken at that time.

As a result of a recent request for a parking prohibition adjacent to one school, the question of establishing a general policy in regard to the matter was considered.

The parties directly concerned (the School Board and the Engineering Department) were asked to re-examine the matter to determine the course of action that should be taken.

As a result of this and the deliberations of your Committee, we reached the conclusion that the following regulation should be introduced:

"No person shall be allowed to park a vehicle on that side and portion of any street upon which any school or school property abuts on any school day between the hours of 8:00 in the forenoon and 5:00 in the afternoon, except where traffic signs indicate that parking is allowed."

During our consideration, a question was posed as to whether every school site had adequate off-street parking facilities for its staff. We were informed by the School Board that such facilities exist and therefore none of the staff need to park on the street adjacent to the school.

Your Committee would recommend that Burnaby Street and Traffic By-Law 1961 be amended by incorporating the amendment outlined above respecting a parking prohibition adjacent to school properties.

We would further recommend that the By-law not stipulate that this prohibition be indicated by signing. As mentioned earlier, signs will be erected if parking is to be allowed.

12. Grandview-Douglas Highway and Burris Street

A comment was expressed at a Council meeting that the traffic signal on Grandview-Douglas Highway at Burris Street does not always provide sufficient "green" time for the Burris Street movement.

An inquiry was made of the Department of Highways who informed us that the green phase for the Burris Street movement is activated by detectors in the roadway. These detectors provide a minimum of 9 seconds "green" time but this can be extended to a maximum of 21 seconds, depending on the traffic volumes.

The Department of Highways also indicated that it was observing traffic movements at the subject intersection and would, if necessary, revise the timing on the signal there to suite traffic volumes.

The foregoing is submitted for the information of Council only.

13. 19th-20th Diversion and Stride Avenue

Earlier this year your Committee reported on a request for walking facilities on the 19th-20th Diversion in both directions from Stride Avenue.

Council, at that time, concurred with our view that no such facilities should be constructed now because the municipality is not able to construct the Diversion to its ultimate standard and any expenditure for a temporary facility would be lost.

A point was made in our report then that a complaint had been received regarding speeding. Your Committee was assured, as was Council, that this matter would be given attention by the R.C.M.P.

Since that time, we have been asked to investigate a noise nuisance caused principally by truck traffic on the Diversion.

The complainant was made aware that the municipality is in the process of formulating a Truck Routing By-Law and, though she was fully appreciative of this situation, she felt some steps could be taken to abate the annoyance and inconvenience which was allegedly being caused those residing in the subject area.

A further investigation was conducted and it revealed that, though the 19th-20th Diversion does carry a reasonably high volume of truck traffic, the larger percentage of it is not local. The conclusion was also reached that most vehicles travelling on the Diversion are doing so as quietly as can be expected. Those travelling on Stride Avenue are required to stop at the Diversion and this obviously requires a series of gear changes and motor accelerations, the noise from which is unavoidable.

It was felt at one time that possibly an approach to the industrial firms in the area might result in some improvement. However, this was not done because:

- (a) there was no evidence of undue noise;
- (b) the larger percentage of the truck traffic does not emanate from the area.

Your Committee concluded that no action could be taken to change conditions insofar as truck traffic is concerned and would therefore recommend that Council concur with this view.

14. Sperling Avenue and Laurel Street

We received a request for a "Stop Ahead" sign in advance of the stop sign at the above intersection in order to alert motorists to the presence of this latter sign.

Investigation disclosed that, though six collisions have occurred at the intersection since Laurel Street was constructed, all involved Southbound and Eastbound vehicles.

As there would seem to be no connection between these accidents and the stop sign, we would recommend that no action be taken on the request.

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15. Imperial Street and Leibly Avenue

As a result of a request for a school crosswalk on Imperial Street for children attending Morley Street School, an investigation was made which led to the conclusion that a marked patrolled school crosswalk should be installed on Imperial Street at the East side of Leibly Avenue.

We would recommend that such a device be installed and that the school involved provide the patrol required.

16. Government Street between Dainbridge Avenue and Greenwood Street

The above portion of Government Street was opened on August 2nd. This is the initial step in creating a major access route to the Winston Industrial Area. Because it warrants through street treatment, stop signs were installed on the intersecting streets.

Your Committee would recommend that this action by the Municipal Engineer be ratified.

17. Equestrian Traffic at the Sperling Interchange

Your Committee received a request that an opening be provided in the fence at the corner of Grandview-Douglas Highway and the Overpass Road to the Freeway for the purpose of allowing access for horses onto the leg of Gilpin Street that travels between the Highway and Sperling Avenue.

The person making the request expressed concern over the fact horses must travel across the Overpass at the Interchange and enter Grandview-Douglas Highway and then travel along the Highway to the Burnaby Lake Riding Stable. With her proposal, the horses could gain access to the Riding Stables via residential roads, thus avoiding the hazardous trip around the Highway.

Your Committee is of the opinion that the opening in the fence should not be created because horses travelling along Gilpin Street through this opening would need to climb a bank to gain access to the Overpass. This movement, in our opinion, would present a danger, not only to the horse and rider but also to the motorist who would suddenly be confronted with a horse coming over the embankment.

We also feel that Freeway systems and their associated roads are not proper places for riding horses.

The views of the Parks and Recreation Commission were solicited on the request and the Commission indicated its support.

Your Committee, however, does not endorse this view for the reasons given earlier.

We would therefore recommend that the request outlined in the first paragraph not be entertained.

Respectfully submitted,

J. Dally,
Chairman,
TRAFFIC SAFETY COMMITTEE.

EW/dew