

THE CORPORATION OF THE DISTRICT OF BURNABY

September 18, 1967

HIS WORSHIP, REEVE EMMOTT,  
AND MEMBERS OF THE MUNICIPAL COUNCIL:

Gentlemen:

REPORT OF THE TRAFFIC SAFETY COMMITTEE

Your Committee would report as follows:

(1) Streets peripheral to St. Alban's Anglican Church

We received a request for traffic control measures on the streets in the vicinity of St. Alban's Anglican Church at 7717 - 19th Avenue.

We were informed that the establishment of a kindergarten on the Church property is what precipitated the request.

One of the principals of the Church was contacted and informed that it is not the policy of the Corporation to provide any form of signing for kindergartens. As a result of this contact, the parents of those children who will be attending the kindergarten will be advised that it is their responsibility to conduct the children to and from the Church where the kindergarten is to be held.

We would recommend that no action be taken on the request for traffic control devices at the subject location because of the situation recited in the previous paragraph.

(2) 7700 and 7800 Blocks Edmonds Street

Your Committee submitted a report to Council on May 2nd relative to a request for a parking prohibition in the above blocks of Edmonds Street.

The conclusion reached by us then as a result of the investigation that was made was that no parking problem existed because most people use the off-street parking facilities available in the area.

We subsequently received a request that the matter be reviewed because it was alleged that considerable difficulties are being experienced by those endeavouring to frequent the business establishments at the subject location due to their inability to find a parking space.

A review was conducted and it revealed that there is some demand for curb space, although it was not of such a degree that it constituted a serious problem.

However, your Committee feels that the situation will probably worsen and, in order to avert a parking problem, we would recommend that a one-hour parking limit be established on the South side of Edmonds Street from Grandview-Douglas Highway East for a distance of 466 feet.

We would point out that this is the distance on Edmonds Street where the parking problem will likely develop.

(3) 5900 Block Keith Street

We were apprized of recommendations which emanated from a Coroner's Jury that was empanelled to enquire into the circumstances surrounding the death of a young child who died when struck by a motor vehicle in the 5900 Block Keith Street.

The recommendations were:

- (a) that the ditches on the street be eliminated;
- (b) that park facilities be made available in the area.

Implementation of the first recommendation will be realized as a result of a Local Improvement being provided on the subject portion of Keith Street.

With respect to the other recommendation, we are of the opinion that the provision of a park in the area would not prevent unfortunate accidents involving children because most mothers would not allow their young children to walk by themselves to a park if it meant crossing a road. In addition, observation at park areas in the municipality indicates that the presence of the park in no way deters young children from playing on the road.

We reached the conclusion that the provision of a park at the subject location, although a desirable community asset, would in no way prevent an accident like that which occurred.

We would, however, suggest that the question of park facilities being provided in the area in question be referred to the Parks and Recreation Commission for consideration.

- (4) (a) Dominion Street and Sumner Avenue
- (b) Norfolk Street and Sumner Avenue

We received a suggestion that a stop sign be erected on Dominion Street at Sumner Avenue because of a hazardous traffic situation there.

The investigation which was conducted indicated that not only should stop signs be erected on Dominion Street at Sumner Avenue but they should also be installed on Norfolk Street at Sumner Avenue.

We might explain that Sumner Avenue is a minor collector street and, because Dominion and Norfolk Streets culminate at Sumner Avenue and there are large volumes of traffic on them, the treatment mentioned is considered justified.

We would therefore recommend that stop signs be erected on both Dominion and Norfolk Streets at Sumner Avenue.

(5) (a) Carlton Avenue and Parker Street

(b) Rosser Avenue and Parker Street

A request was received for stop signs on Carlton Avenue at Parker Street. An investigation was made and it revealed that Parker Street is destined to become a through route from Willingdon Avenue to Douglas Road. It was felt, however, that this treatment should not be accorded at this time because the portion of Parker Street between Gilmore Avenue and Douglas Road is, in its present condition, unsuited for such treatment. The other part between Willingdon Avenue and Gilmore Avenue (which has two intersections - Rosser Avenue and Carlton Avenue) could at this time be given through street designation.

We would therefore recommend that stop signs be placed on Rosser Avenue and on Carlton Avenue at Parker Street.

(6) Elgin Avenue and Irving Street

On February 6, 1967, your Committee submitted a report in connection with a request for a stop sign at the captioned intersection.

The following is a summary of that which we submitted in support of our recommendation against the installation of such a device:

- (a) There had been a few accidents at the intersection over the past years but, in almost every case, speed seemed to be the contributing factor.
- (b) The South-West corner of the intersection presented somewhat of a view obstruction as a result of a high embankment and a hedge; however, the removal of the hedge would improve the situation very little because the embankment itself is about 8 feet high. In addition, few of the accidents involved vehicles approaching on the sides where the view obstruction exists.
- (c) The intrinsic problem is caused by motorists using the Irving-Bryant-Stanley route as a means of travelling between Sperling Avenue and Royal Oak Avenue. Traffic is required to stop at Gilley Avenue and to yield at Waltham Avenue. Though accidents have been recorded along this Irving-Bryant-Stanley route at various intersecting avenues, most of them were due to driver inattention.
- (d) Consideration was given the question of possibly installing yield signs but it was found that such treatment could not be justified. The reasons in this regard are that:
  - (i) warrants for such a device are not met;
  - (ii) the provision of yield signs would cause problems when they were removed after the creation of the Oakland Street diversion between Royal Oak Avenue and Sperling Avenue, a route that is the one which is planned to accommodate through East-West travel in the area.

We received a further request for either two or four-way stop control at the subject intersection.

The following is presented as a result of the investigation that was made after this latest request:

- (a) The intersection in question is one of twenty along the 1.2 mile section of residential road that is used by motorists when travelling between Sperling Avenue and Royal Oak Avenue.
- (b) The average daily vehicle volume along the entire route is approximately 860.
- (c) Accidents along the route do not indicate a serious problem, considering the volume of vehicles using it. The accident rate at Elgin Avenue and Irving Street is 1.23 per year over the last 6½ years. This, in relation to other uncontrolled intersections in Burnaby, is rated as No. 29 in order of accidents. One of the other intersections along the Irving-Bryant-Stanley route (Bryant Street and Waltham Avenue) has a higher accident rate (1.40), and this intersection has control in the form of yield signs.
- (d) In the first six months of the current year, only one minor accident has been recorded along the Irving-Bryant-Stanley route. Considering the number of intersections along the route and the volumes using it, it would be difficult to justify the provision of any traffic control devices that could improve the accident situation. As a point of interest, even controlled through routes cannot excel the record on the Irving-Bryant-Stanley route.
- (e) If the municipality was to instal traffic control devices at intersections with only moderate accident rates, we would find a multiplicity of intersections throughout the entire municipality where such devices should be installed. Apart from being totally unjustified, this would obviously disrupt the designed traffic routing patterns that are considered desirable. For example, if traffic movements at Elgin Avenue and Irving Street were to be controlled, then similar treatment should be accorded Irving Street at Denbigh Avenue and Stanley Street at Brantford Avenue because requests for such action have also been received. This would then result in seven of the twenty intersections along the route having control and would lead motorists to believe that they were on a through route. This would likely cause an increase in the volume of traffic and, quite likely, accidents. If that occurred, then every avenue which intersects the route should have stop signs placed at it in order to provide proper control of traffic movements entering the through route. After this was done, it is for certain that there would be a substantial increase in the traffic volumes on a route that is totally unacceptable as a through route. This is because it jogs from one street to another, with the result there are many sharp turns, some of which are further complicated by excessive changes in grade. In addition, some sections of the route have been constructed to a 28-foot wide pavement standard while others have been approved for similar treatment this year.

- (f) In examining the question of why people use this route, we found that there is no other East-West route between Deer Lake and the Kingsway-Imperial route. However, Oakland Street is planned to be the through East-West route, although no action has been taken to initiate such treatment. In our opinion, even if this route was developed to an interim 20-foot wide pavement standard, the volumes on the Irving-Bryant-Stanley route would decrease considerably.

Your Committee concluded that the existing traffic pattern along the Irving-Bryant-Stanley route, although undesirable, has not created problems of a degree to warrant the installation of traffic control devices that, in the future, would be undesirable so we would recommend that no action be taken respecting the Elgin-Irving intersection.

We would, however, commend for the attention of Council the creation of the Oakland Street route as a means of relieving traffic volumes on the other route.

(7) Stanley Street and Brantford Avenue

A request was received for a "yield" sign on Stanley Street at Brantford Avenue.

The views which we expressed in the report item on the Elgin-Irving intersection apply as well to Stanley Street and Brantford Avenue; therefore, any action taken by Council respecting that intersection should include this one.

(8) Beresford Street from Mission Avenue to Gilley Avenue

We submitted a report to Council on July 17th relative to a parking situation on the North side of the above portion of Beresford Street.

We recommended then that, other than the R.C.M.P. patrolling the area to observe parking infractions, no other action be taken in regard to the situation.

The Council felt that some treatment should be accorded the street and directed the Committee to review its recommendation. The viewpoint was expressed in Council that parked vehicles cause somewhat of a congestive problem which thereby impedes the flow of moving traffic.

We conducted this review and the following is submitted as a result:

- (a) A few vehicles were found parked on the North side of Beresford Street between Hawthorne and Mission Avenues. The remaining portion of the North side of Beresford Street had no parked vehicles. Considerably more vehicles were parked on the South side of Beresford Street, and there were a number also on Hawthorne Avenue and Gilley Avenue. All were parked illegally because they were parked at right angles to a roadway.
- (b) The off-street parking facilities of the major industrial firm in the area were inspected and a few vacancies were found at the rear of their buildings.
- (c) In the many times that the area has been checked during the past few months, we have been unable to find a congestive problem that would warrant the institution of a parking prohibition.

- (d) We would also question the wisdom of enforcing the existing infractions of the Motor Vehicle Act (which are those alluded to above) because the presence of these vehicles is not creating any undue problem. If enforcement was undertaken, this would only result in the vehicles being dispersed to other streets in the area because there is, at the present time, a lack of off-street parking facilities.

The Company involved wrote to your Committee and offered the following in connection with the subject matter:

- (a) The Company has consistently encouraged its employees to park in an orderly and proper manner. However, some minor difficulties arise where the curb and corner boundaries are not clearly distinguishable. This problem should be resolved shortly when a major programme of street improvements is undertaken. The improvements are pavement 44 feet wide on Beresford Street from Griffiths Avenue to Hedley Avenue and also on Prenter Street. Curbs are also to be provided as well as a sidewalk on one side of each of the two streets. This will naturally produce a wider roadway and thus permit smoother traffic flows in the area. Some improvement in the use of the paved off-street parking facilities on Prenter Street should result as well.
- (b) Considering these factors and the fact the entire North side of Beresford Street opposite the plant fronts on the unoccupied right-of-way of the B.C. Hydro and Power Authority, the imposition of a prohibition on curb side parking cannot be justified on any logical grounds.

Your Committee would conclude by again recommending no action on the request for a parking prohibition on the North side of Beresford Street between Gilley Avenue and Mission Avenue for the reasons cited above.

(9) Special parking restrictions on streets affected by motorists attending the P.N.E.

The Council noted, while dealing with our report in connection with a request for a parking prohibition on Imperial Street at Mandy Avenue, that special parking restrictions had been imposed by the City of Vancouver on streets that were being used for parking purposes by motorists attending the Pacific National Exhibition.

We were asked to report on the effect this special type of signing has had on the streets involved.

The City of Vancouver was contacted and, as a result, we were provided with a report that its Council adopted which deals with what is termed "Resident Parking".

The following is the substance of that report:

- (a) In the early part of this year, it was thought that some method of identifying residents' cars might provide an arrangement whereby they could be exempted from any restrictions designed to control other evening parkers. The occupants of all the homes were canvassed to determine the degree of inconvenience being experienced and to obtain any comments they might wish to make. After reviewing this information, a trial system was put into effect whereby approximately one-third of the frontage of each block involved was signed for "Resident Parking Only". This arrangement provided a reasonable amount of parking for other motorists and appeared to give an equitable distribution of the available street parking space.

- (b) This practical way of dealing with the problem soon appeared to become accepted and requests were received from residents outside the trial area for similar treatment. This trial has been in effect for approximately six months and, as a result of a further canvass, the greatest majority of the residents expressed a desire to retain the regulation.
- (c) In general, observance of the special zones by "P.N.E. parkers" has been quite good. The Police Department enforces the regulation only when a complaint is received and some assistance is rendered by the property owners affected.
- (d) The "zone" arrangement requires that some residents park in front of premises other than their own.
- (e) The Council approved a policy of establishing zones to be reserved for "Resident Parking Only" in residential areas where the density of parking warrants this action.

The Municipal Solicitor was asked to indicate whether a municipality other than the City of Vancouver has the power under the Municipal Act to establish the type of regulation that has been instituted by the City of Vancouver.

The Solicitor indicated that:

- (a) though Section 125 of the Motor Vehicle Act (which is the section providing municipalities with powers in respect of traffic matters) permits Council to deal with special situations, it does not specifically authorize special regulations for resident parking;
- (b) in the absence of such legislation, a regulation permitting resident parking and prohibiting general parking in the same area would be discriminatory and bad in law.

The foregoing is being submitted for the information of, and possible further action by, Council.

(10) Bus Stop - Bainbridge Avenue

A request was received for a Northbound bus stop on Bainbridge Avenue near the plant of Delnor Frozen Foods.

Investigation disclosed that the distance between existing bus stops is approximately 1,400 feet and that the B.C. Hydro and Power Authority would be willing to provide service to an additional stop because of that distance.

The most suitable location for a proposed bus stop is 500 feet South of the existing one, which would be just North of the most Northerly driveway to the Delnor Plant. The road shoulder at this location is of sufficient width, and is in good repair, to accommodate the bus stop.

We would therefore recommend that Council authorize the establishment of a bus stop on the East side of Bainbridge Avenue approximately 500 feet South of the existing bus stop North of Government Street.

(11) 16th Street from Edmonds Street to Stride Avenue

Twice earlier this year, your Committee reported on a request to classify the above street as a through Street.

Both times Council concurred with our views that no action should be taken to so classify 16th Street because:

- (a) warrants are not met;
- (b) It is not intended at any time in the future to consider such a classification.

In elaboration, we would point out that vehicle volumes on 16th Street are not of the order which would constitute a warrant for the establishment of it as a through route.

16th Street is not destined to become a through street; instead, the ultimate is to improve other streets in the area (e.g. the 19th-20th Diversion, Edmonds Street and a new 14th Avenue Industrial roadway) for through street purposes. This should provide desirable alternative routes of travel for vehicles which currently "short-cut" through the area.

As a result of a further request for the same type of treatment that was originally sought, we re-investigated the matter and found that, during the first six months of this year, only one recorded accident occurred on 16th Street, and this was at 16th Avenue.

We would therefore recommend that Council reaffirm its past actions to not classify 16th Street between Edmonds Street and Stride Avenue / through street for the reasons provided above. as a

Respectfully submitted,

J. Dailly,  
Chairman.

EW:dew:ws