

THE CORPORATION OF THE DISTRICT OF BURNABY

February 26, 1965.

HIS WORSHIP THE REEVE
AND MEMBERS OF THE COUNCIL:

Gentlemen:

REPORT OF THE TRAFFIC SAFETY COMMITTEE

Your Committee would report as follows:

(1) Truck Routes

Your Committee has, from time to time, apprized Council of complaints regarding the use of residential streets by truck traffic.

The specific streets were:

- (a) Sixteenth Street between Tenth and Eleventh Avenues;
- (b) Bainbridge Avenue between Government Street and Loughheed Highway.

In addition, the Council recently received a petition from residents of Manor Street, Dominion Street, Norfolk Street and Westminster Avenue concerning the nuisance caused by the use of these streets by trucks.

We have also had representations from residents of Government Street and Phillips Avenue in regard to truck traffic on Government Street.

At a meeting of Council on February 8th, I asked it to have the Committee take under advisement the general question of truck traffic on residential streets with a view to developing a policy aimed at confining such traffic to routes where their presence would cause little offence to the property owners on the routes.

As will be appreciated, when there are no regulations, truckers are legally allowed to use streets of their choosing and all that can be done when complaints are received is to request the truckers to refrain from using the streets. Many do accede, but most do not.

It is obvious that the prime points of concern to residents are the noise created by the movement of trucks, the potential hazard to pedestrians as a result of having to share the roadway with the trucks, and (especially on hills) the slower speed of trucks, with the consequent delay to other forms of vehicular traffic.

The Department of Highways and many other municipalities in this area currently have regulations governing the use of streets by truck traffic and this arrangement seems to be working satisfactorily. If truckers must use streets other than those designated, a permit must be obtained. The fee collected for the privilege of the permit is diverted to road maintenance.

Your Committee gave the matter of truck routes considerable deliberation and the following were our conclusions:

- (a) In general, commercial traffic should be confined to:
 - (i) formally designated through streets plus those where intersecting streets have stop signs;

Page 2
REPORT OF THE TRAFFIC SAFETY
COMMITTEE
February 26, 1965.

- (ii) any street that is required in order to arrive by the most direct route to the destination of the trucker.
- (b) This regulation should not apply to public service and delivery vehicles, although an attempt should be made to encourage such vehicles to not use residential streets more than is necessary.
- (c) Certain areas should perhaps be designated for through traffic (e.g. Lake-City area).

Your Committee feels that an amendment to the Street and Traffic By-law incorporating the above conclusions should result in minimizing the problems resulting from the use of residential streets by truck traffic.

We would therefore recommend that the Legal Department be instructed to prepare the necessary amendment to the Street and Traffic By-law.

(2) Weight, length and height limits on truck traffic

Following our consideration of the last matter, we discussed the question of introducing regulations in respect of the weight, length and height of motor vehicles.

The Motor Vehicle Act of the Province contains provisions for regulating these factors but they are only applicable on:

- (i) highways in unorganized territory;
- (ii) arterial highways;
- (iii) streets in municipalities where such regulations have been enacted by by-law.

The chief problem, apart from the presence of such vehicles on the streets, is the:

- (a) potential hazards caused by vehicles larger and longer than normal ones mingling with other forms of traffic and thereby impairing the vision of other motorists and, in general, their safe travel;
- (b) damage caused to the road surface as a result of extremely heavy vehicles travelling on it.

At the present time, some operators of such vehicles obtain a permit from our Engineering Department to use the streets best suited but it is not compulsory that they do so.

In order to have an effective arrangement, it is necessary that an amendment to the Street and Traffic By-law be introduced by incorporating the pertinent provisions of the regulations in the Motor Vehicle Act that deal with the question of concern.

We would recommend that such an amendment be passed by Council.

Page 3
 REPORT OF THE TRAFFIC SAFETY
 COMMITTEE
 February 26, 1955.

(3) Temporary traffic control devices on streets where construction projects are underway

As Council is aware, numerous contracts are awarded for the construction of sundry works on or adjacent to Municipal streets. The contractors are informed that adequate signing must be provided when it is necessary to divert or control traffic movements.

Many complaints have been received by the R.C.M.P. from motorists concerning the quality of the signing that is employed by contractors. Investigation generally disclosed that some measure has been used by the contractor but, when consideration is given the matter of prosecuting them, a problem develops as to the interpretation of "adequate signing".

Our Engineering Department has, for some time, had a Procedure Manual that is intended to be followed for controlling traffic movements when work is being conducted on streets. Needless to say, when municipal crews are performing such work, they adhere to the regulations set out in the Manual.

In order to give the provisions of this Manual force and effect, it is necessary that the "Street and Traffic By-law" be amended by incorporating the regulations set out in the Manual.

We would recommend that this be done.

A copy of the Manual will be available to Council, should it be desired.

(4) Walker Avenue between Kingsway and Elwell Street

Your Committee submitted a report to Council on February 1st recommending that it examine the question of the width of the road improvement proposed for the above portion of Walker Avenue with a view to changing this width to 42 feet.

We also urged Council to expedite the provision of the road improvement.

It was mentioned at the meeting of Council that the normal standard for the type of road that Walker Avenue is intended to be provides for a pavement width of 36 feet.

The Council asked that we indicate:

- (a) Whether the 42 foot width was being proposed for the purpose of providing additional lanes for moving traffic or whether it is intended to accommodate parked traffic in addition to the moving type.
- (b) Our opinion on the advisability of providing a 44-foot pavement width as the ultimate treatment for the subject portion of Walker Avenue, with appropriate provision for right-turning movements at Kingsway.

In our view, the width of any pavement should increase in direct proportion to the type of use being conducted on abutting land and the complexity of this use. The width is also dictated by the street classification and the traffic volume it is expected to carry. The following is the range of pavement widths used in Burnaby and the type of streets where they are so employed:

Page 4
 REPORT OF THE TRAFFIC SAFETY
 COMMITTEE
 February 26, 1965.

- (a) 28 feet - local residential (single family)
- (b) 36 feet - local residential (multiple family and two family), or a collector classification in a single family area, or a local industrial street where off-street parking is provided.
- (c) 42 feet - local commercial, or a local industrial street (where off-street parking is not provided), or an industrial collector street, or a collector in residential areas (multiple family)
- (d) 44 feet - a commercial collector street.

In the case of Walker Avenue north from Kingsway, it is our contention that a 36-foot pavement width is inadequate. The two principal reasons for this opinion are:

- (a) The general area around Kingsway and Edmonds Street is growing densely commercial and this generates an appreciable circulation of traffic on Walker Avenue with a concomitant demand for on-street parking.
- (b) The general trend of apartment development south of Elwell Street seemingly indicates a pattern of ultimate multiple family land use along Walker Avenue.

To answer the questions specifically raised by Council, the suggested 42-foot width was not to accommodate additional traffic lanes but to provide a more convenient and safer curb parking lane. While a 44-foot standard would no doubt provide even greater parking comfort, it is generally applicable to totally commercial streets which generate much parking and departing activity (e.g. Jubilee Avenue, Edmonds Street, 6th Street).

In our view, it is highly unlikely Walker Avenue will ever become totally commercial, although its importance as a collector street will grow. Consequently, a 42-foot pavement standard is considered appropriate and would probably outlast the lifetime of the improvements.

We would therefore reaffirm our previous recommendation, a summation of which will be found in the first paragraph of this report. Further details of it are, of course, contained in the report that was submitted on February 1st.

(5) Bus Stop - Hastings Street at Boundary Road

Your Committee submitted a report to Council on November 20th, 1964, recommending that the westbound bus stop on Hastings Street nearside Boundary Road be relocated to a farside position.

Before acting on this proposal, the Council solicited the views of the City of Vancouver on the proposed relocation and, at its meeting on December 7th, received a letter from the B. C. Hydro and Power Authority indicating it was not possible to establish a bus stop farside Boundary Road due to the presence of a sidewalk crossing within the area that would be required for the stop.

Your Committee was naturally made aware of this position of the Authority. We were also given to understand that the City of Vancouver is quite rigid in its prerequisites for bus zones and that it was

Page 5
REPORT OF THE TRAFFIC SAFETY
COMMITTEE
February 26, 1965

extremely unlikely the City would accede to the request to relocate the subject bus stop to the position mentioned.

When further deliberating the matter in the light of the knowledge concerning the position of the City and the Authority, it occurred that perhaps the bus stop could be relocated to a position further east instead.

We felt that this would not only resolve the first matter of concern (the presence of a nearside bus stop) but it would also tend to relieve a problem on Hastings Street caused by vehicular traffic parking on Hastings Street to the east of Boundary Road.

We wrote to the Authority to ask for its reaction to a proposal to relocate the nearside westbound bus zone on Hastings Street at Boundary Road to a position farside Esmond Avenue.

The Authority replied that the suggested relocation would be suitable, except for the possible need to make minor repairs to the asphalt curbing and concrete road surface at the new location.

The Authority also pointed out that the removal of the bus stop at Boundary Road would require a minor adjustment in fare collection procedures. In elaboration, the Authority mentioned that it has been an infrequently used practice to allow passengers to ride from Boundary Road to the Kootenay Loop on payment of a "Vancouver" fare. The relocation of the Boundary Road stop to Esmond Avenue would result in the discontinuation of this concession in fare collection procedures.

The representative of the Authority on your Committee informed us that this concession is rarely used and therefore the discontinuation of it would likely not cause too great a problem.

Your Committee would recommend that the Westbound bus stop on Hastings Street at Boundary Road be relocated to a position on the North side of Hastings Street farside Esmond Avenue and that the minor repairs mentioned above also be made at the new location.

(6) Moscrop Street and Patterson Avenue adjacent Wesburn Park

Your Committee has, during the past year, twice recommended that a request for a parking prohibition on the park side of the above two streets not be entertained.

The dates when our previous reports were submitted were August 10, 1964 and October 26, 1964.

At the last mentioned meeting, our report engendered some discussion in regard to the general question of vehicular parking adjacent parks and, arising from this was a direction that this matter be referred to us for consideration with a view to developing a policy.

The Parks Department offered the view that it would be desirable to keep streets adjacent parks free from parked vehicles in order that those using the streets can have an unobstructed view of the parks. It was added that the safety factor in imposing such a restriction during periods when the parks are heavily used is axiomatic.

As regards Wesburn Park, the Parks Department indicated that it is designed to accommodate local neighbourhood activity and therefore the vast majority of participants could quite easily walk to the park from

Page 6
REPORT OF THE TRAFFIC SAFETY
COMMITTEE
February 26, 1965

their homes. The Department also pointed out that it is impractical on the majority of neighbourhood park sites to allocate a portion of the limited space available for off-street parking purposes. It also mentioned that, within the parks system in Burnaby, there is a fair amount of "inter-area" organized sporting activity and this generates some traffic.

The Parks Department indicated that it felt a full-time parking prohibition on any street adjacent a park would be excessive and that it might seem more reasonable to institute a parking restriction only for the summer months during the hours of daylight. It was also suggested that provision be made for the use of temporary "No Parking" signs for the duration of events that generate significant amounts of traffic during the winter months.

In our last report, we suggested that if the Wesburn Community Association (who initiated the request) is prepared to accept responsibility for the placing of temporary "No Parking" signs for the duration of the event(s) that would take place in the park which would generate great numbers of driver-spectators, there would be no harm in making such an arrangement.

We still hold the same view and our reasons are that:

- (a) To consider a total parking prohibition for Wesburn Park would likely create a precedent, with the result many other areas might demand equal treatment;
- (b) It is the policy of the Corporation to post 20 m.p.h. speed limit signs on streets around parks during the summer months and this is considered adequate protection for playground areas.

We would conclude by reaffirming our previous recommendation to not entertain the request for a parking prohibition on the park side of the two streets in question.

We would also suggest that the arrangement described above concerning temporary "No Parking" signs be offered to those who may wish to accept responsibility for the placing of such signs. The use and removal of the signs would actually be done by our own forces upon the request of sponsors of the games at the park.

(7) 2300 Block Norland Avenue

Requests were received from two industrial firms in the 2300 Block Norland Avenue for measures to ameliorate a parking problem that both are experiencing.

Investigation disclosed that Norland Avenue is presently developed to a gravel standard with 21 feet of road bed and wide ditches on both sides, all of which is contained within a 45-foot road allowance.

Observations disclosed that the area is being developed industrially and, apart from the fact the road is extremely narrow for industrial traffic, it has a long horizontal curve which makes night-time driving rather difficult. For example, a parked car on the road inevitably obstructs moving traffic and impedes easy access to private properties.

In view of the situation described, we would recommend that a "No Parking Anytime" regulation be instituted on the South side of Norland Avenue from Douglas Road east a distance of 1,620 feet and on the north side of Norland Avenue from a point 515 feet East of Douglas Road a distance further east of 600 feet.

Page 7
REPORT OF THE TRAFFIC SAFETY
COMMITTEE
February 26, 1965

(8) Buckingham Avenue at Sperling Avenue

Council referred to your Committee the feasibility and desirability of closing Buckingham Avenue at Sperling Avenue, or at some other point along its length.

It was the opinion of Council that this arrangement should not inconvenience the residents in the area involved too greatly because there are other alternate means of travel to and from their homes nearby. It was also pointed out that the closing of Buckingham Avenue at Sperling Avenue would eliminate the through traffic that uses the Sperling-Buckingham route quite extensively at the moment. We were also informed that, insofar as fire protection is concerned, the Fire Hall on Edmonds Street serves the area and the dead-ending of Buckingham Avenue poses no problem for the fire vehicles.

Our attention was also drawn to the fact that a traffic control signal is soon to be installed on Grandview-Douglas Highway at Burris Street and that this in itself should attract motorists to use these two streets when travelling through the area.

The Municipal Solicitor advised your Committee that, if the plan to close Buckingham Avenue at Sperling Avenue is implemented, one result might be a rash of actions against the Municipality by certain property owners in the area alleging injurious affection.

On the other side of the ledger, correspondence was received from a number of the residents in the area indicating their support of the proposed closure.

As we understand it, the chief purpose in the proposal is to reduce the amount of traffic that is currently operating on the street. There is no doubt in our mind that this physical severance would achieve this end but the following conclusions were reached as to the problems that can be anticipated as a result of the closure.

Since Deer Lake is located south of Grandview-Douglas Highway, all traffic from the south destined to Deer Lake would be required to perform two left-turn movements - one from Burris Street onto Grandview-Douglas Highway and the other from the Highway onto Sperling Avenue. However, when motorists using this route find it is not too satisfactory, they may find it more convenient to leave the car on Buckingham Avenue near Sperling Avenue and walk to the Lake via pedestrian access. This would no doubt cause irritation to the local residents.

The difficulties that will be experienced by service and delivery vehicles will no doubt be extensive and will likely generate more internal traffic movements.

Because the residential area will be virtually divided into two sections, it will be a common occurrence for people not being able to find the correct address. This is especially serious for emergency vehicles.

While a development pattern based on cul-de-sacs will preclude through traffic, it appears that such a scheme will also eliminate the convenience of accessibility and services. The views expressed by the Municipal Solicitor relate to this point.

We feel that the traffic movements in the subject area will change considerably after the traffic control signal is installed on Grandview-Douglas Highway at Burris Street. As a matter of fact, one of the principal reasons for the signal was to redirect some of the traffic from Buckingham Avenue to Burris Street.

Page 3
 REPORT OF THE TRAFFIC SAFETY
 COMMITTEE
 February 26, 1965.

Another point is that the traffic control signal which existed on Grandview-Douglas Highway at Sperling Avenue was chiefly responsible for developing the traffic movement pattern along Buckingham Avenue.

We would add that there is no accident record for Buckingham Avenue between Burris Street and Sperling Avenue.

In conclusion, we feel that the effect of the traffic control signal that is to be installed on Grandview-Douglas Highway at Burris Street must be assessed before a positive conclusion can be reached with respect to the proposal to close Buckingham Avenue at Sperling Avenue.

We would urge that Council share this view and therefore take no action at this time with respect to the closing proposal.

(9) Willingdon Avenue between Kingsway and Grange Street

Willingdon Avenue north from Kingsway now has a 60-foot width of pavement and this allows for the provision of three southbound approach lanes.

The left-turns (south to east) are by far the heaviest movements and it is not unusual to see both centre lanes turning left simultaneously.

If the intersection of Willingdon Avenue and Kingsway was a "T" one, there would be little or no problem in permitting both southbound lanes to turn left. However, Willingdon Avenue extends south of Kingsway and conditions are virtually the same as if it was a true cross-intersection.

The following conflicts arise as a result of the foregoing:

- (a) When traffic on the centre lane proceeds south across Kingsway and that on the middle lane turns left;
- (b) When ^{traffic on} both the centre and middle lanes attempt to turn left at the time one decides not to enter his respective lane on Kingsway;
- (c) When both of these lanes proceed south across Kingsway.

In order to eliminate most of the conflict experienced by the southbound traffic, we would recommend that lane use signs be installed as follows:

- (a) The centre lane to be designated for left-turns only;
- (b) The middle lane to be designated for left-turns or through movements;
- (c) The curb lane to be designated for right-turn movements only.

We would add that overhead signs will be used to indicate the lane use designations in addition to pavement markings.

(10) Bus Zone - Hastings Street and Madison Avenue

A farside westbound bus zone is located on Hastings Street some 140 feet west of Madison Avenue.

Page 9
REPORT OF THE TRAFFIC SAFETY
COMMITTEE
February 26, 1965.

A recent reconstruction of driveways to a service station at the corner resulted in the provision of 42 feet of space between driveways and now allows the present bus zone to be relocated closer to the intersection proper.

We would therefore recommend that the present bus zone be relocated to a new position closer to the intersection at Madison Avenue and that the one-hour parking restriction on Hastings Street in that block be extended into the area formerly occupied by the zone.

Respectfully submitted,

J. D. Drummond,
Chairman,
TRAFFIC SAFETY COMMITTEE

EW:mw