

TO: CITY MANAGER

1997 NOVEMBER 12

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **16TH AVENUE URBAN TRAIL  
ASSOCIATED WITH LOCAL IMPROVEMENT PROJECT (L.I.P.)**

PURPOSE: To report on and respond to a public meeting of residents to discuss the proposed 16th Avenue Urban Trail.

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**RECOMMENDATIONS:**

1. **THAT** staff be authorized to pursue traffic calming, traffic signal, and signage measures along the 16th Avenue urban trail route between Mary Avenue and 6th Street as outlined in Section 3.0 of this report.
2. **THAT** staff be authorized to proceed with the construction of the urban trail bike path in conjunction with the Council-approved Local Improvement Project (L.I.P.) along 16th Avenue between Mary Avenue and 6th Street, and incorporating the measures outlined in Section 3.0 of this report..
3. **THAT** the residents along 16th Avenue between Mary Avenue and 6th Street be informed of these measures and the construction scheduling of the L.I.P. project and associated urban trail.

**R E P O R T**

**1.0 BACKGROUND**

Council, at the regular meeting of 1997 July 07, tabled a report (Item 1, Manager's Report No. 19, 16th Avenue Urban Trail) regarding funding for implementation of a section of urban trail approximately 750 metres long on 16th Avenue. The proposed urban trail consists of a bike path that is being coordinated with implementation of a Council-approved Local Improvement Project (L.I.P.) along 16th Avenue between Mary Avenue and 6th Street. The asphalt bike path 2.5 metres (8 ft.) in width is on the north side boulevard (see **attached** Sketch #1). Separated sidewalks for pedestrians are provided on both sides of the street as per the approved L.I.P.

The Burnaby Urban Trail System approved by Council in 1990 identified the Edmonds/16th Avenue corridor as a link between the Lougheed Town Centre and the Edmonds Town Centre. The southerly end of this route was subsequently refined further in the Edmonds Town Centre Plan adopted by Council in 1994 (see **attached** Sketches #2 and #3), locating the urban trail alignment along 16th Avenue (rather than Edmonds Street) as a practical access route to the town centre.

The proposed 16th Avenue urban trail corridor is also an approved "Green Links" project area. This program, administered by the Douglas College Institute of Urban Ecology, is aimed at connecting special ecological areas through the creation of urban ecological corridors. The 16th Avenue urban trail coincides with a planned Green Link corridor connecting the Byrne Creek Ravine with Robert Burnaby Park and the George Derby Lands.

Comments of concern were received in response to a written notification of the proposed 16th Avenue urban trail that was sent out to residents and property owners. Council at its meeting of 1997 July 15 received a report indicating that staff would undertake further consultation with residents and property owners along the subject stretch of 16th Avenue by means of a public meeting to be held in the area.

## **2.0 PUBLIC MEETING RESPONSE**

The public meeting took place on the evening of 1997 September 17, Wednesday, at the Edmonds Community School. Twenty (20) people from the affected area attended to discuss the proposed urban trail. Notes taken at the public meeting indicating the range of comments made by those in attendance are attached as Appendix "A". Residents both supporting and opposing the trail were represented at the meeting.

Most of those in attendance expressed opposition to the urban trail. Objections are listed in Appendix "A". Some of the main repeated objections related to the cycle path crossing the driveways along its street being a safety concern, the contention that various intersections along this 16th Avenue route are not safe to cross, and the view that the urban trail facility will result in higher traffic volumes and an influx of more people into the area. A few persons in attendance were in support of the urban trail and the expressions of support are noted. Other comments included traffic calming suggestions and procedural comments related to the LIP. Reference is also noted to correspondence and the telephone calls received in response to the 1997 July 02 letter to residents.

## **3.0 DISCUSSION**

The comments raised at the public meeting have been reviewed and have included an examination of alternative alignments and solutions. The review has resulted in the reaffirmation of the 16th Avenue urban trail as the recommended proposal but with a range of further improvements which could be pursued in tandem. Some of the issues arising out of the comments received at the public meeting are discussed as follows.

- 3.1** The 16th Avenue corridor for the urban trail is in line with the revised adopted Edmonds Town Centre Plan as well as a desirable corridor for the "Green Links" program under the auspices of the Douglas College Institute of Urban Ecology.

Other alternative corridors were reexamined both north and south of 16th Avenue, but these possible alternative streets are already constructed to the full street standards with concrete curbs with inadequate boulevard space for an off-street bike path. Edmonds Street to the north is a very high traffic volume commuter street whose right-of-way would not accommodate an off-street urban trail. The revised Edmonds Town Centre Plan had deleted Edmonds Street as a suitable corridor for the recreational-oriented urban trail.

Sixteenth Avenue provides an opportunity to include an off-street urban trail within the existing right-of-way and is centrally located within its supporting neighbourhood.

- 3.2 As noted, concerns had been expressed about the crossing of private driveways by the urban trail cycle-path. It is noted that the driveways in this area are not sloped and there is relatively good visibility. While it is acknowledged that due care needs to be taken by vehicles backing out of driveways, such care needs to be taken for all users of the right-of-way including motorists, cyclists and pedestrians. Driveway crossings currently exist along a stretch of the Burnaby Mountain Urban Trail and will undoubtedly be a common situation for other urban trail routes in the City. The long term encouragement of cycling as a popular mode of urban movement while reducing vehicular trips requires a gradual change in attitudes to create greater acceptance of and courtesy to cyclists in our city.

However, to provide increased awareness of driveways vis-a-vis the bike path, it is proposed that signage be provided along the urban trail to advise cyclists to be aware of vehicles backing out of driveways and also to install a 4 inch wide retro-reflective road marking tape embedded in asphalt to demarcate driveways where they cross the cycle path.

- 3.3 The urban trail will not increase vehicular traffic on 16th Avenue. Completion of 16th Avenue to a finished 8.5 m (28 ft.) standard will reduce traffic as this narrower standard requires "courtesy weaving" by on-coming vehicles when vehicles are parked on both sides of the street. This would slow traffic and deter increased vehicular use. Providing on-street bike lanes would require a wider street which would likely result in increased vehicular speed and traffic, while decreasing visibility of cyclists to vehicles backing out of driveways due to vehicles parked on street.

The desire was expressed for increased traffic calming measures such as speed bumps and traffic circles to decrease and slow down traffic along 16th Avenue. It is noted that there are already speed bumps (5 in number) along portions of 16th Avenue. The existing speed bumps along 16th Avenue would be reinstated after the road improvements are constructed and there is an opportunity for augmentation subject to resident concurrence.

The 16th Avenue and Canada Way intersection is proposed to be traffic calmed and through traffic on 16th Avenue precluded. This would be achieved by the installation of temporary no-post delta islands. These islands would also prohibit left turns at this intersection. Permanent delta islands would be constructed once this delta island configuration was confirmed as effective.

Any additional traffic calming measures such as traffic circles are not considered appropriate or necessary as traffic will be significantly calmed by the finished narrow road with parking on both sides and the specific traffic calming measures outlined above.

- 3.4 Concerns had also been expressed about the safety of pedestrians and cyclists crossing at the currently signalized intersection of 6th Street and 16th Avenue and the unsignalized intersection of Canada Way and 16th Avenue once the urban trail is constructed. The signal at 6th Street and 16th Avenue may not be able to be modified although the feasibility of installing a pedestrian/cyclist phase to the traffic signal to allow pedestrians and cyclists to cross with reduced conflicts with vehicles will be examined by the Traffic Engineering Section.

The installation of a pedestrian/cyclist signal at Canada Way and 16th Avenue is needed to accommodate the urban trail, with the proposed delta islands precluding through traffic on 16th Avenue as indicated in Section 3.3. However, the signal on Canada Way requires the approval of the Ministry of Transportation and Highways (MOTH) which is responsible for this section of Canada Way. Such a signal will need to be pursued in line with the City's capital spending priorities. If approved the cost of the signal would be co-funded by the City. Staff would initiate discussions with MOTH regarding this installation.

#### 4.0 CONCLUSIONS

The further input provided by the Public Meeting has been valuable. However, upon reconsideration, the 16th Avenue corridor remains the most appropriate to accommodate the urban trail in this area and it is considered timely and cost effective to construct this urban trail segment in conjunction with the L.I.P. Such segments are being constructed step-by-step in the City as opportunities arise.

However, the input provided by the Public Meeting has enabled staff to address a number of refinement issues to improve the project. In summary, these involve:

- a. Increased informational signage along the urban trail route.
- b. Pavement markings to demarcate driveways where they cross the cycle path.
- c. Speed bumps being replaced and possibly augmented in conjunction with the L.I.P.
- d. No post delta islands at Canada Way and 16th Avenue to preclude left-turns off Canada Way and through traffic along 16th Avenue.
- e. Pedestrian/cyclist phase to the existing traffic signal at 6th Street and 16th Avenue being examined as to its feasibility.
- f. Pedestrian/cyclist signal at Canada Way and 16th Avenue being pursued.

Therefore, it is recommended that staff be authorized to proceed with the urban trail bike path that is coordinated with the Council approved L.I.P. along 16th Avenue between Mary Avenue and 6th Street. It is also recommended that staff be authorized to pursue the traffic calming, traffic signal and signage measures outlined in Section 3.0 of this report.

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Should Council approve this urban trail initiative, it is proposed that staff would pursue possible cost sharing for the proposed 16th Avenue urban trail project through MOTH's Cycling Network Program (CNP). The CNP program is designed to accelerate implementation of municipal cycling programs, and the 16th Avenue urban trail appears to meet the program guidelines. A further report will be submitted to Council regarding a specific application.

Council approval of these proposals will permit the entire project, including the L.I.P. and urban trail, to be tendered this winter once final designs are completed with construction to start in the spring.



D. G. Stenson  
Director Planning and Building

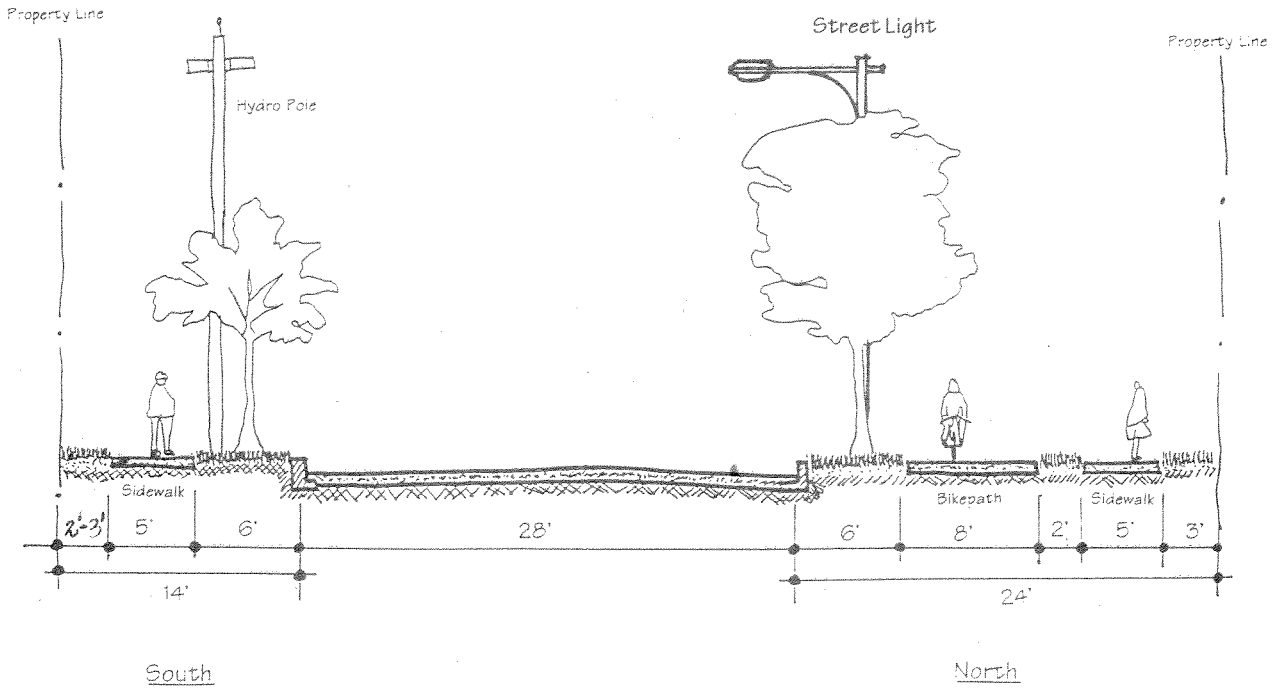
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Attachments

cc: Director Engineering  
City Clerk

(a:\16thave.rpt)

PROPOSED 16TH AVE. URBAN TRAIL  
MARY AVE. TO 6TH ST.



Metric Conversions

3' = 0.9 m	5' = 1.5 m
6' = 1.8 m	14' = 4.3 m
28' = 8.5 m	8' = 2.4 m
2' = 0.6 m	24' = 7.3 m

**Date:**  
November 1997

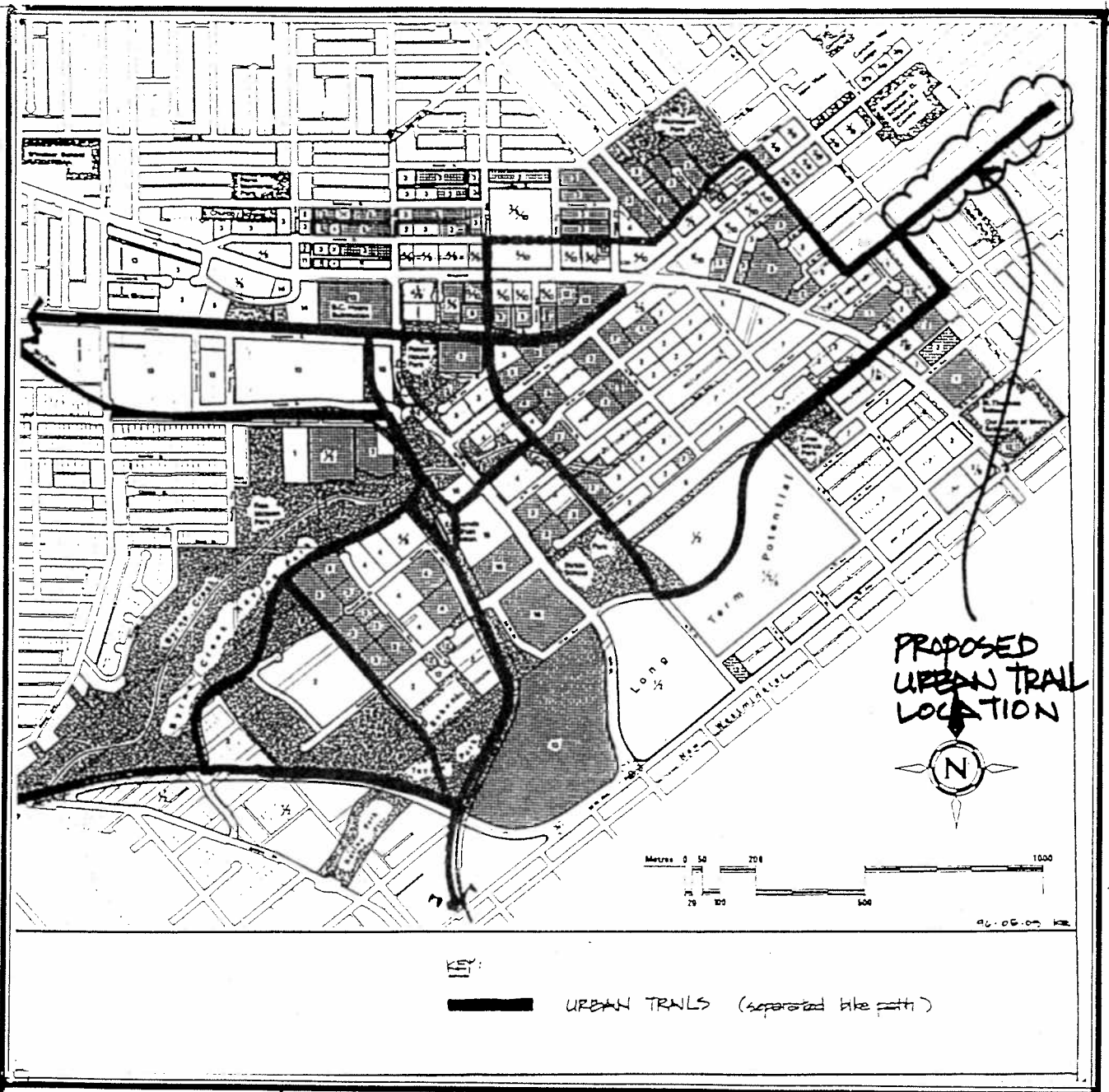
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City of  
**Burnaby**  
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SKETCH #1





 URBAN TRAILS (separated bike path)

Date:  
 November 1997

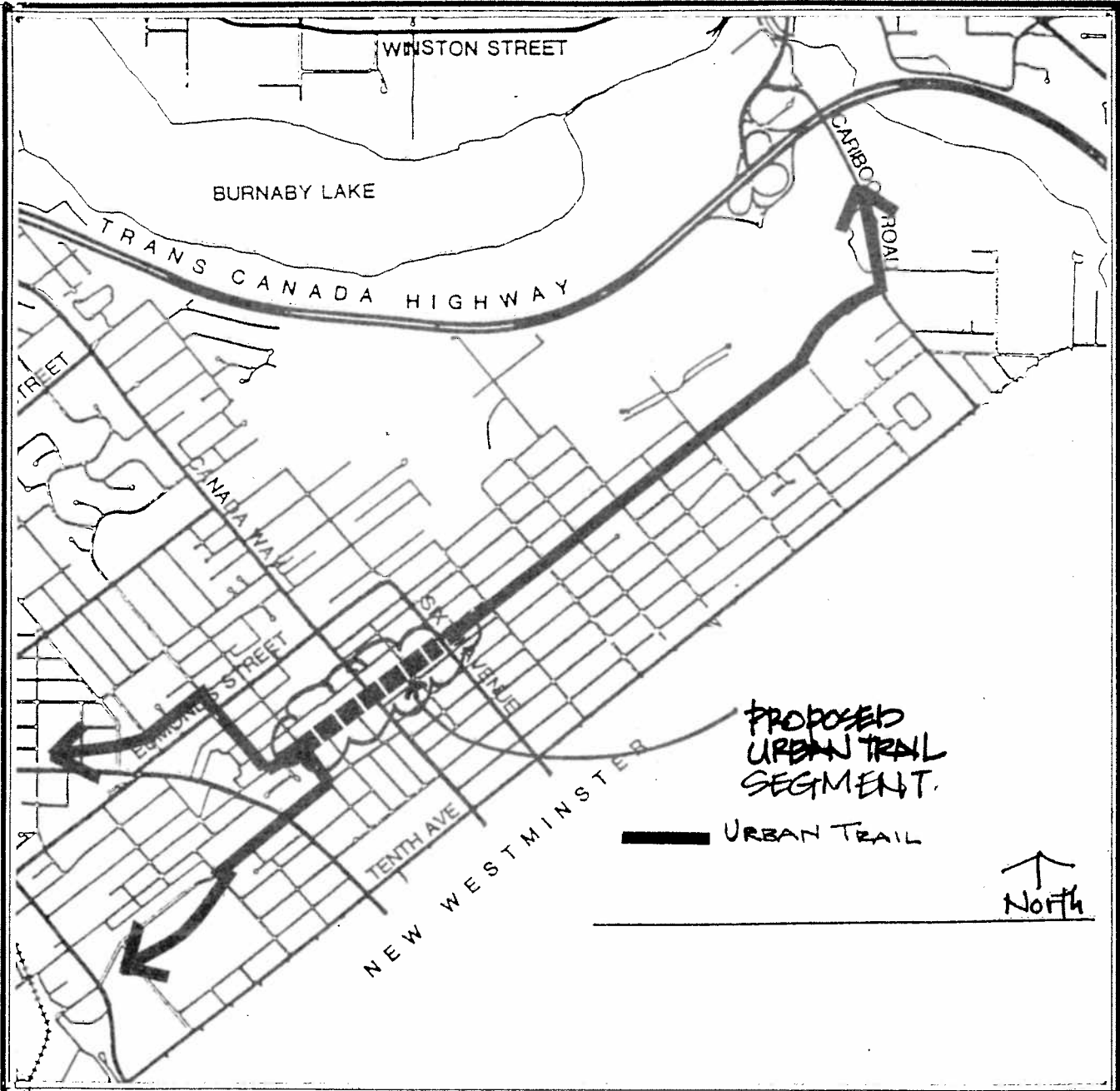
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**Burnaby**  
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SKETCH # 2

**EDMONDS TOWN CENTRE PLAN**



Date:  
November 1997

Scale:  
N.T.S.

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SKETCH # 3



## Appendix "A"

### 16th Avenue Urban Trail Public Meeting and Correspondence Notes

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The public meeting for the proposed 16th Avenue urban trail was held on 1997 September 17 at the Edmonds Community School. Nineteen (19) people signed in at the public meeting, although 20 people were counted as present. City planning, engineering and traffic staff were in attendance. Diagrams showing the proposed route and design of the urban trail as well as a map showing the urban trail network for the city as a whole were on display. A presentation outlining the urban trail route for the city and the proposed design for the 16th Avenue section of urban trail between Mary Avenue and Sixth Street was provided. This was followed by questions from members of the public in attendance.

#### Summary of points made by residents opposed:

- Dangerous to have bicycles crossing driveways because when a car is backing out of a driveway the driver cannot see properly and has poor visibility
- Canada Way/16th is a very high volume intersection with many accidents occurring because drivers travel at very high speeds along this stretch
  - Canada Way is highly used by commuters who are just in a rush to get where they are going, therefore not good to have a bicycle path crossing Canada Way
- 16th/Mary and 16th/6th are also very dangerous intersections currently because people are using 16th to 'rat run' through the area and avoid busier main streets.
- A bicycle path running in front of homes will decrease property value because it will bring more traffic into the neighbourhood and create a dangerous situation with cyclists crossing the driveways and therefore people will not be interested in purchasing along the street
- If 16th Avenue urban trail installed with a signal at Canada Way it will encourage higher traffic volumes on the street for cars, cyclists and pedestrians making the street even busier than it is currently
- Installing a bicycle network in the area to connect Edmonds Town Centre to Robert Burnaby Park is not logical because Robert Burnaby Park is not convenient for people in Edmonds Town Centre
- Installing a 28' road with parking on either side and one lane of traffic will make it difficult for residents to approach their homes because cars will be all along the sides of the street and the one lane of traffic will be narrow
  - this will cause hit and run accidents because no room to manoeuvre on the street and will make the street more dangerous for pedestrians
- Very difficult to cross 6th Street on 16th Avenue which is the path that people will want to take
- Homes along 16th Avenue are very close to the sidewalk and, therefore, they will be able to hear all the extra people who will be using the urban trail and this will cause an increase in noise disturbance to the residents
- Not logical to run a bicycle path through a residential area because it can bring increased vehicles, people and noise into residential communities

- 16th Avenue already has enough problems with traffic congestion, why put an urban trail on a street with so many existing problems when it will just make the situation worse
- The 7700 block of 16th Avenue were 100 per cent opposed to urban trail (as per petition in file)

**Summary of points made by residents in favour:**

- The width of the road (which people seem to be complaining about) has nothing to do with the bicycle path, as the road width was approved by the LIP
- Urban trail is a good facility for the community

**Other comments:**

- Is it possible to install a bicycle signal at Canada Way/16th Avenue?
- What other measures can be taken to refine the plan in terms of traffic calming to help curb the influx of vehicles onto 16th Avenue - possibility of traffic circles/diverters at Davies and Mary intersections
- Resident upset because they did not receive direct consultation about the urban trail segment of the LIP - urban trail is being 'piggy-backed' onto LIP without public's consultation
- Residents also upset because this has held up their LIP which was supposed to be installed during the summer and now, due to the urban trail, which was not part of the original LIP, the whole project won't be installed until much later than was originally planned
- Resident claims neighbourhood is subsidizing a recreational facility for the whole City
- Edmonds would be a better alternative for the urban trail because it has less traffic from Canada Way east than 16th Avenue does

**Other correspondence regarding 16th Avenue urban trail:**

- Letter from Julianna Craig of 7864 16th Avenue opposing installation of urban trail along 16th Avenue due to concerns over safety and increased traffic
- Letter from Tom Prosick of 7753 - 16th Avenue stating proposed bicycle path will bring additional traffic to the street and would be difficult for residents along bicycle path to access their driveways with the path crossing and this would create a safety hazard
- Letter from Wong Wing Wah and Helen Wong of 7745 - 16th Avenue opposing the bicycle path because they feel it is not appropriate for a residential street
- Petition with 39 signatures opposing the bicycle path from residents along 7700 and 7800 blocks of 16th Avenue
- Phone calls in response to letter sent out on 1997 July 02 informing residents of proposed urban trail:
  - 3 neutral responses
  - 2 opposed responses
  - 5 supportive responses