

CITY OF BURNABY

**A**

TRANSPORTATION COMMITTEE

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

**SUBJECT: APPROVAL OF PUBLIC CONSULTATION FOR GILMORE BIKEWAY**

RECOMMENDATIONS:

1. **THAT** Council authorize staff to initiate public consultation on the Gilmore Bikeway concept as outlined in this report.
2. **THAT** Council approve the public consultation process described in Section 3.0.

REPORT

The Transportation Committee, at its meeting held on 2004 January 14, received and adopted the attached report advising of the proposed public consultation process for the Gilmore Bikeway.

Respectfully submitted,

Councillor Nick Volkow  
Chair

Councillor Doug Evans  
Vice Chair

Councillor Lee Rankin  
Member

COPY: CITY MANAGER  
DIRECTOR ENGINEERING  
DIRECTOR PLANNING AND BUILDING  
DIRECTOR FINANCE  
DIRECTOR PARKS, RECR. & CULT. SERVICES

**TO:** CHAIR AND MEMBERS  
TRANSPORTATION COMMITTEE

2004 January 8

**FROM:** DIRECTOR PLANNING AND BUILDING

OUR FILE: PL 90400-01

**SUBJECT:** APPROVAL OF PUBLIC CONSULTATION FOR GILMORE BIKEWAY

**PURPOSE:** To advise the Committee and Council of the proposed public consultation process for the Gilmore Bikeway.

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**RECOMMENDATIONS:**

1. **THAT** the Transportation Committee request Council to authorize staff to initiate public consultation on the Gilmore Bikeway concept as outlined in this report.
2. **THAT** the Transportation Committee request Council to approve the public consultation process described in Section 3.0.

**REPORT**

**1.0 BACKGROUND**

The cyclist today has the choice of four routes that effectively span the city in an east-west direction, and none for north-south travel. As with the road network in its initial phases, the central valley has proved to be a significant impediment to the development of north-south routes. The 2001 Bikeway consultation process concluded that, "the difficulty in cycling in a north-south direction in Burnaby and specifically in crossing Highway 1 was the predominant comment made throughout the public consultation process." The Gilmore corridor was specifically highlighted in this context.

The 2001 Bikeway process developed a City-wide Bikeway network, with input from all areas of the City. It also identified the role of Bikeways in the City's bicycle network. They are intended to serve both commuter and recreational cyclists. They should be direct and free-flowing enough to appeal to the commuter, but also safe enough to feel comfortable for the recreational cyclist. An "ideal" bikeway would allow for uninterrupted travel by bicycle, while discouraging high auto volumes and speeds. Bikeways provide a more cost-effective means of expanding our cycling network, when compared with the higher capital cost requirements of Cycle Roads or Urban Trails. We are presently constructing the first project under the Bikeway Plan, namely the Southeast Bikeway from the BC Parkway to Cariboo Road.

At its regular meeting of 2003 September 15, Council approved the development of a concept for the Gilmore Bikeway, to be the first north-south bike route extending the full length of the City from north to south. City staff have now developed that concept, proposing specific design features to facilitate the use of this corridor by cyclists. The purpose of this report is to seek the Committee's and Council's approval to commence public consultation, based on the current concept. The concept will then be finalized on the basis of feedback received.

## 2.0 ALIGNMENT

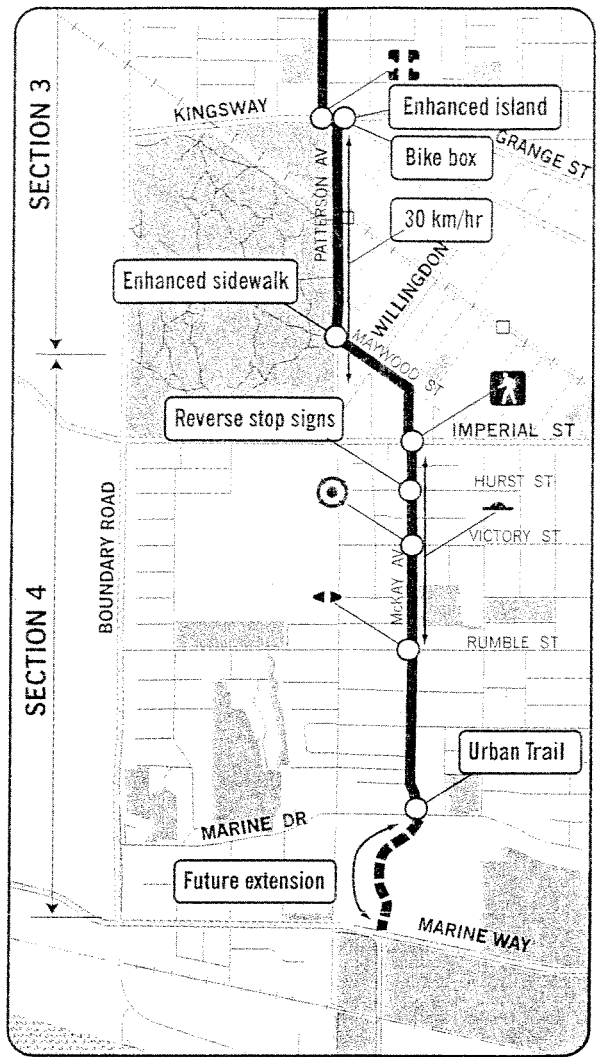
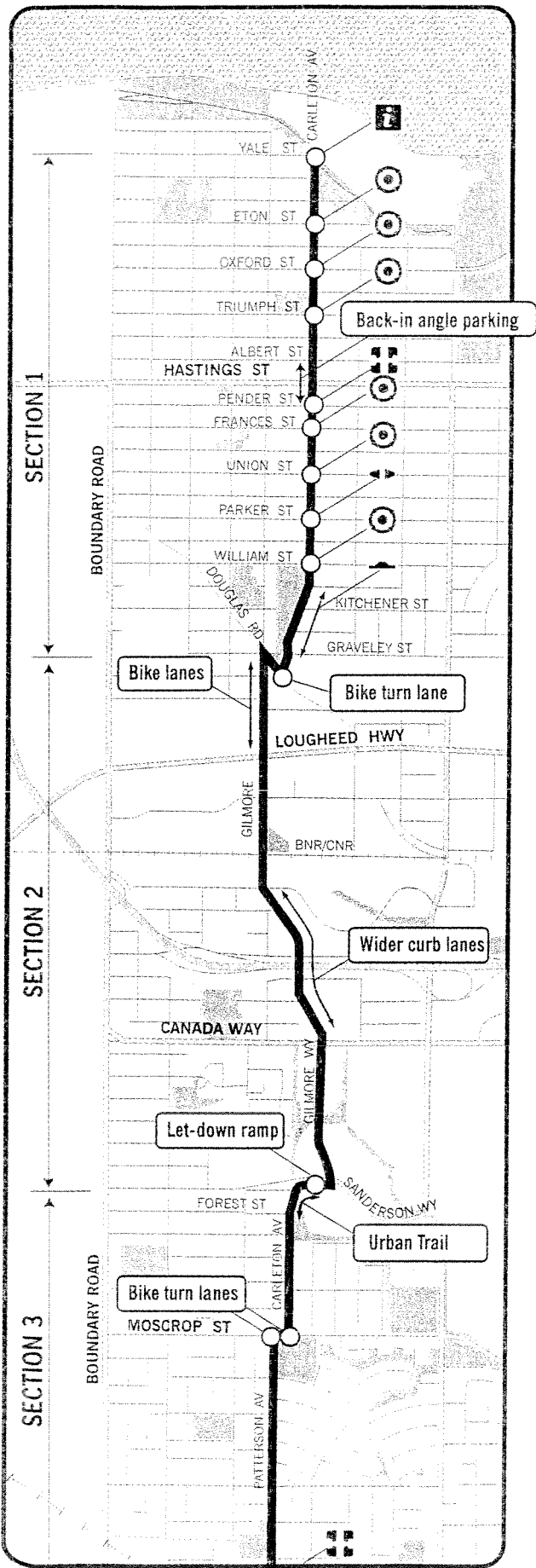
The proposed alignment is strongly dictated by the pattern of the road network in this corridor. There are relatively few alignments available that are reasonably continuous and reasonably free of traffic. From north to south, the proposed alignment makes use of Carleton, Gilmore, Patterson and McKay Avenues.

Route details for these four sections are provided below and illustrated in *Figure 1*. In addition, bike buttons will be provided for all traffic signals on the route that do not already have them, and signal timings will be reviewed to see if delays to cyclists can be reduced.







### 2.1 Section 1: Carleton Avenue (Yale to Douglas)

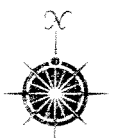
This portion of the route is on a local road with single-family homes. The basic philosophy is to create a through route for cyclists (minimizing the need to stop) in a way that does not attract more cars to the route. Specific measures proposed along Carleton Avenue (Yale to Douglas) are:

- Provide an information kiosk where the bikeway meets the Trans-Canada Trail, to provide people with information on routes available in the area.
- Construct traffic circles at Eton, Oxford, Triumph, Frances, Union, and William. These allow cyclists to pass through by yielding to traffic, rather than being forced to stop. They also discourage the use of the bikeway by auto traffic. Traffic circles are widely used in Vancouver for bikeways on local roads, as they allow continuous movement while forcing all vehicles to enter the intersection at a moderate speed. It is recognized that traffic circles on Carleton at Eton and Oxford were recently considered for the Burnaby Heights Traffic Calming Plan. In that context, the neighbourhood chose reconstruction of Eton and Oxford to a local road standard, rather than traffic circles, as a means of reducing speeds and through traffic volumes on Eton and Oxford. However, the detailed survey responses indicate that many residents rejected traffic circles because they were perceived as being ineffective at achieving the stated goals, rather than because of an objection to traffic circles *per se*. In the context of a bikeway, the neighbourhood may view this limited implementation of traffic circles in a more favourable light. This will be determined through the public consultation process.



**FIGURE 1**  
**Concept for Gilmore Bikeway**

-  Information kiosk
-  Traffic circle
-  Curb bulges
-  Median diverter
-  Speed humps
-  Pedestrian / bike signal



- Carleton Avenue presently has angle parking for two blocks, from Albert to Pender. This will be converted to back-in angle parking, an example of which is shown in *Figure 2*. This style of parking is used in over 20 communities, including Seattle, Washington DC, and Honolulu. Aside from increasing the ability for motorists to see cyclists when exiting the stalls, back-in angle parking provides other benefits. The more difficult auto movement (i.e., backing up) is done into an empty space rather than into traffic, car loading is easier since the trunk is at the curb rather than in traffic, and children coming out of a car door end up pointed toward the curb rather than toward traffic (i.e., you presently have to go around the car door to get to the curb).
- Hastings Street already has a pedestrian signal with a bike button, so no further improvements are needed here.
- Construct curb bulges at Pender Street, to reduce the perceived width of this east-west route (thus making it easier for cyclists to cross) and make the crossing more visible.
- Provide a centre median diverter at Parker Street. This provides a centre refuge for cyclists, allowing them to cross the eastbound and then westbound traffic in two separate movements. It also discourages the use of Carleton for through cars, by blocking the north-south through movements and all left turns.
- The route has existing three-way stop signs at Kitchener and Graveley. These appear to have been provided as a traffic-calming measure, as they are not warranted by the traffic volumes. It is proposed to eliminate the north-south stop signs, and instead provide the traffic calming using speed humps.

**Figure 2: Example of Back-In Angle Parking**



- On Douglas Road, there would be a narrow left-turn lane, for cyclists only, for turns from eastbound Douglas Road to northbound Carleton Avenue.

## 2.2 Section Two: Gilmore Avenue / Gilmore Diversion / Gilmore Way (Douglas to Sanderson)

The Gilmore section of the route has a very different character. Of necessity, it is on a busier road than is typical for a bikeway. The focus in this section is therefore on making it as bicycle-friendly as possible, recognizing that it has a primary role of moving traffic. (The section from Lougheed Highway to Canada Way is an Arterial - Secondary, and the sections north and south of that are Major Collector roads.) Existing land uses are primarily industrial and office buildings, though the northern areas are expected to see multi-family residential developments in the near future.

Proposals on Gilmore (Douglas to Sanderson Way) are:

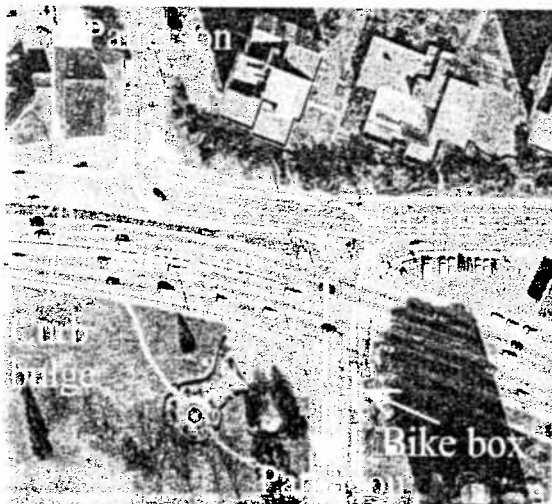
- From Douglas Road to Lougheed Highway, remove on-street parking along the west side (in front of the BC Hydro substation) where few cars park, and for a short distance near Lougheed Highway on the east side. Use the space thus created to provide painted bike lanes on both sides of Gilmore Avenue.
- As a result of work currently in progress, the section from Lougheed Highway to the Burlington Northern Railroad will soon be completed as a Cycle Road (wide curb lanes) plus an off-road Urban Trail on the west side. No further changes are proposed. At the railway tracks, the Gilmore Bikeway will intersect the east-west alignment of the Central Valley Greenway, to be constructed over the next three years under the Urban Transportation Showcase Program.
- The section from Burlington Northern to Canada Way has four lanes at present. It is proposed to adjust lane widths on Gilmore to provide narrower inside lanes and wider outside lanes. This provides additional space for cyclists, as well as the trucks and buses that tend to favour the outside lanes. For those cyclists not comfortable with the higher volumes of traffic, this section of the Gilmore Urban Trail will be completed as part of the Bikeway project. The Urban Trail crossing of Highway 1 will utilize the existing sidewalk.
- From Canada Way to Sanderson Way, the existing road will be used, supplemented by the existing Urban Trail.

## 2.3 Section Three: Carleton / Patterson Avenues (Sanderson to Maywood)

This section of the route is primarily on Major Collector Secondary and Local Collector roads, through single- and multi-family residential areas. Proposed features (Sanderson to Maywood) include:

- From Sanderson Way, the route will follow the existing Urban Trail along the west side of Electronic Arts, to the intersection of Carleton and Forest. A small ramp from the eastbound Trail to eastbound Sanderson Way would facilitate the movement back onto the road, for those heading northward on-street.
- Bike left-turn lanes (like the one proposed on Douglas Road) would be provided on eastbound and westbound Moscrop Street to facilitate turns northward onto Carleton Avenue and southward onto Patterson Avenue.
- The intersection of Patterson Avenue with Grange Street and Kingsway is relatively complex. Proposed improvements are illustrated in *Figure 3*. A large curb bulge would reduce the Patterson / Grange intersection to more manageable proportions for southbound traffic, without altering current travel lanes. Northbound cyclists have the challenge of weaving across Patterson to turn left onto Grange. This would be facilitated by a “bike box” on northbound Patterson at Kingsway. This is a new concept for Burnaby, though other municipalities have started using them. A typical bike box is illustrated in *Figure 4*. It allows cyclists to proceed to the front of the queue at a traffic signal, from where they can safely make the necessary weaving movement.
- Implement a 30 km/hr playground speed zone on Patterson Avenue from Kingsway to Willingdon Avenue, abutting Central Park. Aside from reducing auto speeds to benefit cyclists, this will enhance the safety of pedestrian traffic to/from Central Park and the Patterson SkyTrain station.
- From Patterson Avenue, the bikeway turns eastward onto Maywood Street so as to avoid the traffic on Willingdon Avenue. Maywood is a cul-de-sac with only a pedestrian linkage to Patterson. This linkage would be upgraded and widened to accommodate bikes. Cyclists would then proceed on Maywood Street across to McKay Avenue.

**Figure 3: Patterson at Kingsway**



**Figure 4: Typical Bike Box**



## 2.4 Section 4: McKay Avenue (Maywood to Marine)

The route returns to a local road in an area primarily of single-family homes. As with the northern section on Carleton Avenue, the philosophy on local roads is to promote unimpeded movement by bicycle while discouraging through trips by cars. Proposed features (Maywood to Marine) are:

- A pedestrian signal (with bike buttons) would be added to the intersection of McKay at Imperial, to facilitate cyclist movement through this offset intersection.
- McKay would be upgraded for cyclists by re-orienting the stop signs at Hurst and installing a traffic circle at Victory. Speed humps would be added to reduce the attractiveness of this road for through cars.
- Provide a centre median diverter at Rumble Street, similar to the one proposed for Parker Street.
- The on-street route extends to the end of McKay Avenue, half a block from Marine Drive. It is proposed to provide this final half-block via a short section of Urban Trail, to line up with the proposed intersection of Marine Drive and the proposed local access road into the New Haven site. This will require negotiation of an easement with the Burnaby School District, on the old Riverway West school site.
- The development of the New Haven site will allow for the future extension of the Gilmore Bikeway to Marine Way (which has shoulder bike lanes), from where access to the Big Bend area and the Fraser River is possible via the Cycle Road and Urban Trail.

## 3.0 PLANNING AND CONSULTATION PROCESS

The proposed planning and public consultation process consists of:

1. **Review of Concept (January 14).** Have the concept reviewed by the Transportation Committee, including the Bicycle Advisory Group. (Advisory Group members and other cyclists have already conducted a corridor tour with staff.) Amend the concept as appropriate.
2. **Notification (Week of February 23).** Notification of the upcoming Open Houses will be sent out to area residents, with information from the preliminary design. This will go to residents along the proposed alignment, as well as those on adjacent streets (generally one block to either side). Notification will be provided to the cycling community via the Vancouver Area Cycling Coalition and Better Environmentally Sound Transportation (BEST). Information on the Bikeway will be provided on the City's Web site. There will also be notification in the local newspapers. The public



will have the opportunity to comment on the concept at the Open Houses, as well as by telephone, web site, e-mail, or fax.

3. **Public Open Houses (Week of March 22).** In view of the length of the route, two Open Houses are proposed: one at or near Kitchener Elementary School and the other in the Metrotown or South Burnaby areas. These will provide an opportunity for residents to review the alignment, ask questions, and provide their feedback on the design through a questionnaire.
4. **Public Responses (by April 16).** Resident feedback will be received, compiled and summarized.
5. **Revised Concept (by April 26).** Based on comments received, the bikeway concept will be finalized.
6. **Report (May 12).** The results of the preceding tasks will be reported to the Transportation Committee and Council. At this time, approval for implementation will be sought.
7. **Implementation (May - December).** The approved plan will go through detailed design and construction.

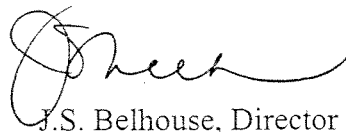
#### 4.0 FINANCIAL

On 2003 October 20, Council approved submission of the Gilmore Bikeway for 50% TransLink cost-sharing under their Bicycle Infrastructure Capital Cost Sharing (BICCS) program. The Gilmore Bikeway has subsequently been accepted by TransLink staff for 2004 BICCS funding, with final endorsement by the TransLink Board anticipated in 2004 February.

Subject to the results of the public consultation process, it is anticipated that the Gilmore Bikeway will be constructed over two years: 2004 and 2005. Construction of all on-street work and three sections of Urban Trail (Still Creek Avenue to Trans-Canada Highway, Patterson Avenue to Maywood Street, and Boxer Street to Marine Drive) are scheduled for 2004. The remaining two Urban Trail sections (Burlington Northern Railroad to Still Creek Avenue and Trans-Canada Highway to Canada Way) are scheduled for 2005. Budget allocation for both years is included in the *2004 - 2008 Provisional Financial Plan*. The BICCS application, above, is for the 2004 work.

## 5.0 CONCLUSION

This report has presented an overview of the design concept and proposed public process for the Gilmore Bikeway. It is recommended that the Committee and Council authorize staff to proceed with public consultation, based on the concept and utilizing the process identified in this report.



J.S. Belhouse, Director  
PLANNING AND BUILDING

SR/sa/jc

cc: City Manager  
Director Engineering  
Director Parks, Recreation and Cultural Services  
Director Finance