

ADMINISTRATIVE REPORT

Date: November 6, 2002
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604-871-6445
RTS No. 02975
CC File No. 5757
CS&B: November 28, 2002

TO: Standing Committee on City Services and Budgets
FROM: General Manager of Engineering Services
SUBJECT: Conversion of School Avenue to One-Way Westbound Between
Joyce Street and Tyne Street

RECOMMENDATION

- A. *THAT the conversion of School Avenue from a two-way street to a one-way westbound street between Joyce and Tyne Streets be made on a temporary basis.*
- B. *THAT following the trial period, area residents be resurveyed, traffic counts be taken, and results be reported back to Council.*
- C. *THAT on-street parking on the north side of School Avenue be prohibited between Harold and Senlac Streets.*
- D. *THAT the estimated cost of \$5,000 for the implementation of the one-way conversion and parking restriction be allocated from the Streets Basic Capital Unappropriated Account #30004455 - Local Area and Other Improvements.*

POLICY

- *On May 27^h, 1997, Council approved the Vancouver Transportation Plan that emphasizes the need to mitigate the effects of traffic in local neighbourhood areas and to give priority to streets and neighbourhoods where traffic impacts are most serious.*

PURPOSE

The purpose of this report is to seek Council's approval for the trial conversion of School Ave. from a two-way street to a one-way westbound street between Joyce St. and Tyne St., and for the parking restriction on the north side of School Ave. between Harold St. and Senlac St.

BACKGROUND

School Ave., between Joyce St. and Tyne St., is a residential street with a relatively narrow street allowance. The adjacent land uses along School Ave. are mainly residential and some commercial (north side at Joyce St. and Tyne St.) areas. On-street parking is generally permitted on the south side of the street, except for the block immediately east of Joyce St. On the north side, while on-street parking is permitted between Harold St. and Senlac St., it was observed during on-site investigation that very few vehicles park there.

Between Joyce St. and Tyne St., School Ave. carries as much as 4,500 vehicles per day, which is significantly higher than other residential streets in the city. This street has neither concrete curb nor sidewalk to separate pedestrians from vehicles. The combination of high traffic volume, narrow street allowance, poor street condition, and lack of appropriate pedestrian accommodation, has resulted in many public complaints.

In response to residents' concerns, a parallel process has been undertaken by the Neighbourhood Transportation and Local Improvement Branches to address the traffic-related (high traffic volume) and street-related (lack of concrete curb and gutter, and sidewalk) issues, respectively. This report will focus on addressing the traffic-related issues. Street-related issues would be addressed with sidewalk and street improvements on the north side of School Ave. and be reported to Court of Revision at a later date.

DISCUSSION

In response to residents' traffic-related concerns on School Ave., traffic counts were conducted between September and November of 2002. See Appendix A for the results of the counts. The results indicate that traffic volume on School Ave. could be as high as 4,500 vehicles per day, which is significantly higher than other residential streets in the city. The high volume likely stems from the fact that School Ave. is being used as:

- A short-cutting route for traffic travelling on 41st Ave. accessing Kingsway and vice versa; and,
- A circulating street for traffic entering or exiting shops located between Kingsway and School Ave.

Conversion of School Ave. to a one-way westbound street would eliminate eastbound vehicles and reduce the potential of both vehicular- and pedestrian-related conflicts, especially in the sections with narrow street allowance.

PUBLIC CONSULTATION

In June 2002, affected residents and businesses within the area bounded by Joyce St. and Tyne St., between Kingsway and 45th Ave., were surveyed to seek their opinion on the trial conversion. See Appendix B for the survey sent out and Appendix C for the survey area. Survey comments are included in Appendix D. The results of the survey are summarized in Table 1.

Table 1. Survey Results

Number of surveys distributed	430
Number of surveys returned	109 (25% response rate)
Responses in favour (approval rate)	57 (52%)
Responses not in favour (disapproval rate)	17 (15%)
Neutral	5 (5%)
Other*	30 (28%)

* A total of 34 respondents signed a petition indicating that, in addition to the one-way street conversion, streets and sidewalk improvements on north side of the street should be included as part of improvements. Only 30 are shown in Table 1 as four of the petitioners returned the original survey and indicated their support for the proposed one-way measure.

The results of the survey show that the response rate is 25%, which is typical for this type of survey. The overall support for the one-way street proposal is only moderate at 52%. However, additional 28% of the respondents indicated that they would support any initiatives to make School Ave. safer, which include, in addition to the proposed conversion, streets and sidewalk improvements on the north side of the street. As indicated previously, these measures would be included and proposed as part of the City's Local Improvement Program.

A total of 17 respondents (15%) did not support the proposed conversion (only one of these respondents resides on School Ave.). Their concerns are that the proposed measure would cause inconvenience to local residents and divert traffic to adjacent streets, i.e., Joyce St. and Kingsway. Following the implementation of the trial measure, traffic will be monitored on the adjacent local residential streets to ensure an unacceptable level of traffic diversion does not occur. Residents will be resurveyed after the trial period to determine whether they want the one-way measure made permanent.

ON-STREET PARKING

Due to the narrow street allowance, on-street parking on the north side of School Ave., between Harold St. and Senlac St., would need to be prohibited to accommodate the sidewalk on the north side and the one-way street measure. An information letter was sent to the affected residents in September, 2002. No concerns about the proposed parking regulation were expressed. In fact, one resident contacted City staff and indicated his support for the proposal. See Appendix E for the letter sent out.

FINANCIAL IMPLICATIONS

The cost of approximately \$5,000 for the trial installation of the one-way street and parking restriction would be funded by the Streets Basic Capital Unappropriated Account #30004455 - Local Area and Other Improvements.

CONCLUSIONS

Temporary one-way conversion of School Ave., between Joyce St. and Tyne St., and permanent parking restriction on the north side of School Ave., between Harold St. and Senlac St., are recommended based on the overall traffic operation, safety benefits, and neighbourhood support. A review will be made on the temporary one-way conversion after the trial period, the neighbourhood will be consulted, and reported back to City Council.

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APPENDIX A SUMMARY OF 24-HOUR TRAFFIC COUNTS



**APPENDIX B
ENGINEERING SURVEY**

ENG. LETTERHEAD

June 14, 2002

Dear Resident or Business Owner:

This survey seeks your opinion of converting traffic operation from existing two-way to one-way westbound traffic on School Avenue between Tyne Street and Joyce Street.

The City has received complaints about the current situation on School Avenue, ranging from congestion caused by traffic circulating through the area, to poor street condition and the lack of sidewalks for pedestrians. As part of the improvements, the City is considering introducing one-way westbound operation on School Avenue between Tyne Street and Joyce Street. The purposes of introducing one-way traffic operation are to improve pedestrian conditions and to prevent eastbound vehicles from using School Avenue as a shortcut route to Kingsway, and thus, potentially reducing the congestion problems on School Avenue.

The results of this survey will be calculated and if supported by the majority of residents, a report will be presented to City Council asking for permission to implement the one-way measure. Upon approval, the measure will be installed on a temporary basis for approximately six months. After the six-month trial, a second survey will be sent to seek your feedback of the traffic measure. If after this second survey residents still agree with the measure, it will be reported to Council to recommend making it a permanent one-way operation.

If you have any comments or questions about the proposed traffic measure, please call me at 871-6445. In order to be counted, your response must include your name and home address and be returned to Vancouver City Hall no later than *Tuesday, July 2, 2002*.

Yours truly,

Fred Lin, EIT
Neighbourhood Transportation

Please detach the reply card along the perforation and return in the enclosed envelope. If you wish to expand on your comments, please fax them to 871-6192, email to Fred_Lin@city.vancouver.bc.ca or mail to: Fred Lin, Engineering Services, City Hall, 453 West 12th Avenue, Vancouver, B.C. V5Y 1V4.

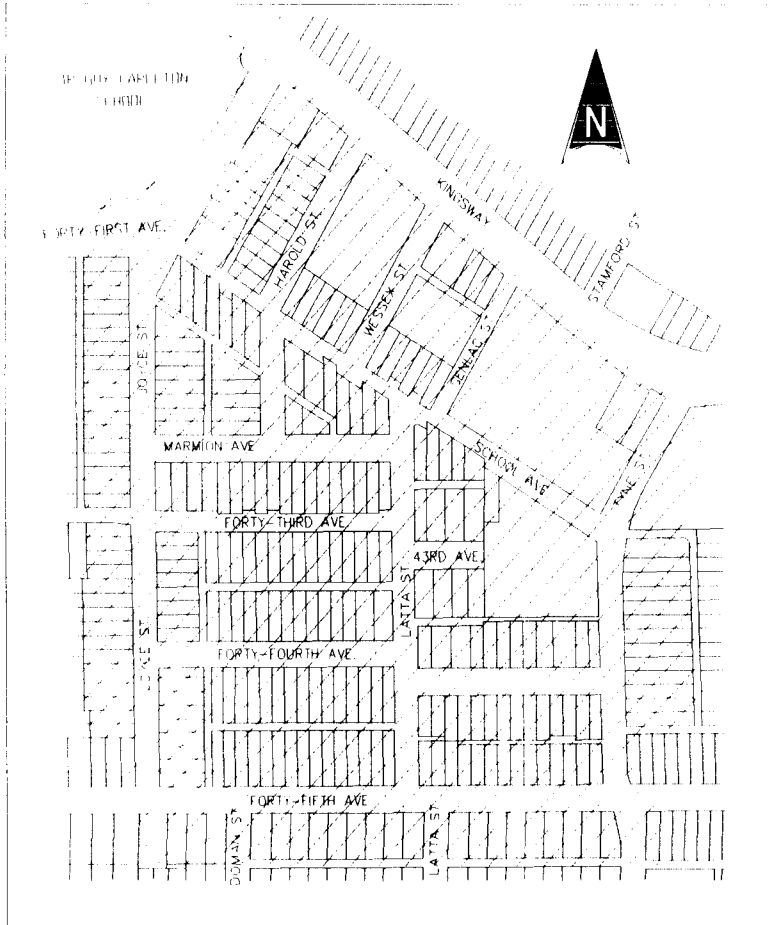
Name: _____ Address: _____

	Yes	No	Neutral
Do you support converting traffic operation to one-way westbound traffic on School Ave. between Tyne St. and Joyce St?		<input type="checkbox"/>	<input type="checkbox"/>
Would you like to be advised when this issue goes before Council?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Comments: _____

APPENDIX C DISTRIBUTION AREA

Note: Shaded region indicates distribution area



APPENDIX D
SURVEY COMMENTS- APPROVAL

- 1 Yes. Please do something. Very unsafe street. Traffic a problem. No sidewalks in some areas.
- 2 This School Ave. is so narrow that it is a back alley more than a street. 2 way traffic would endanger the safety of pedestrians, especially to the smaller children.
- 3 School Avenue is a very busy street. The idea as a trial basis is a good idea. I've never seen cars at School and Harold St. rushing as they don't observe the "Stop" signs on School Ave. When a flashing "Stop" sign is flashing it was OK.
- 4 Looking forward to see an improvement.
- 5 Issue and concern of diverted traffic. Volume increasing on 3300 block of East 44th Avenue between Tyne and Latta intersects.
- 6 How about limit the speed to 30 km/hr? Why 30 km/hr: because people having a couple of drinks coming out from the pub at the corner of Kingsway and Tyne. They will be half drunk and flying along School Avenue since there is no on coming traffic towards them. I won't be surprise to see a few accidents gonna happen since they got the whole road to drive.
- 7 I think School Avenue should be repaved rather than changing it to one way. Besides, Tyne Street, Marmion Avenue and Latta Street should be rebuild due to bad road conditions.
- 8 A consideration (not sure if it's applicable to the road conversion to one way). The corner of School and Harold has a 2 way stop North and South. There's been many almost hits/accidents. More prudent to put a 4 way stop instead. Especially, it's also an angled corner not a 90° corner.
- 9 At Carleton School we whole-heartedly support the idea of making School a one-way street. Traffic in this area is horrific and student safety is our number 1 concern. As a school/parent community we have asked City Hall for help with the area on several occasions. We support any help with this problem. Pls.call if you need further info.
- 10 Good idea.
- 11 Speed bump control as well.
- 12 Dangerous pedestrian crossing @ Joyce and School. Confusing right of way for traffic. Stop signs westbound on School and northbound on Joyce, but cars turning to School from 41st do not stop.
- 13 Along with converting School Ave to a one-way street, please also propose no parking along this stretch.
- 14 If the permanent one-way is implemented, when will the sidewalks be constructed?

- 15 Also should have parallel parking from Joyce St. to Harold Street on School Ave. to alleviate some of the parking problems associated with the churches/temple at the corner of Joyce and School Ave. And any other additional parking for the church and temple that doesn't affect residents of 5700 blk Joyce St. As the residents of 5700 blk Joyce St. are being negatively affected by the parking from the above 2 churches/temples for the past few yrs.
- 16 Should be one-way long ago.
- 17 A good idea. Please do not waste money on other traffic calming measures or repaving.
- 18 I have lived beside School Street for 06 years. I got fed up with crazy traffic and unnecessary noise day and night in my area, please do what you said in the letter.
- 19 I suggest to consider another one-way eastbound operation on Marmion Street between Tyne Street and Joyce Street. I believe some driver will use Marmion Street as a shortcut route to Kingsway after one-way operation. Moreover, senior and children will be easy across intersection to shopping in Commercial (Killarney) Center. Thanks.
- 20 Too much church members and temple members near School Avenue. Either one should move out of School Avenue or advise their members to park their cars on 41st Avenue only.
- 21 Road should be repair and sidewalk should be build.
- 22 We would like to support to one-way traffic on School Ave. between Tyne St. and Joyce St. Besides, we would like the city installs the sidewalks for pedestrians. This is the most important, since our kids have to go to school everyday and they have to deal with cars which are parked along the street. The result, our kids have to walk on the street parallel with cars. We are very worried for our children's safety. Thank you.
- 23 Improve the road condition and more direction sign.
- 24 Anything to be done to improve the congestion in the area is appreciated.
- 25 Further (thought) city planning is advised before implementing this "one-way measure".
- 26 Too much traffic.
- 27 Approve of above subject to installation of proper sidewalk area and repaving of street. Vancouver should simply "get on with it". We don't need 6 month trial period! Improvements are too long overdue!
- 28 Most important change must stop cars from E. 41st Ave. right turn into School Ave. others from Joyce - Tyne. The local traffic should remain the same. Otherwise make Kingsway more traffic jam and inconvenience for local people from southern parts goes to London Drugs and Safeway.

- 29 A worthy project and certainly due.
- 30 With a wider one way street driver may speed more and by putting one speed hump would eliminate speeding.
- 31 This measure seems a sorely inadequate response to the issues we have brought to the city's attention, namely - pedestrian safety - please see attached letter:

Thank you for considering ways to improve the condition of School Avenue. Converting traffic flow to one way might help alleviate some of the congestion, but it seems not to address the real problem.

A westbound vehicle can run over a child as easily as any other. Unless there are sidewalks put in (and restored where they did exist, and/or controls installed to slow down traffic (eg. speed bumps), this street will continue to be dangerous for the many young children who walk to and from school on it every day.

My son attends kindergarten at Carleton School and together with his younger sibling, we walk the length of School Avenue daily, through all seasons and weather conditions. It is difficult to walk, let alone push a stroller carrying a small child (and never mind wheelchairs, etc) along the bumpy, broken, puddle-swamped edge of the street. Even if one can manage it, cars are often parked in the way. Pedestrians are forced to walk on the paved part of the road, competing for space with large delivery trucks and other impatiently-driven vehicles.

One would expect a street with a name like "School Avenue" to be among the safest in the city! Please sir, make our children's safety your priority.

SURVEY COMMENTS- DISAPPROVAL

- 32 A large portion of cars on this street are using it for Safeway/Liquor Store/London Drugs. Limiting traffic to one way will increase congestion in those parking lots and on Kingsway.
- 33 I think School Avenue should be 2 way to Harold Street and School. London Drugs and the Bank can then be easily accessible. Otherwise it is very inconvenient.
- 34 What traffic study has been done? Has the issue of parking been addressed? At the intersection of School and Harold Street will Harold still have the right-of-way?
- 35 I think the best way is to improve the road condition itself. Such as building sidewalk! Also the neighbourhood nearby needs improvement.
- 36 Too much complicated like other places. Thank you.
- 37 I've been living here since 1976. I do not see any point to make it a one way street and I don't too many traffics go through Joyce Street.

- 38 NO, I walk to Safeway with no problem crossing School Avenue. Plus it makes me harder to drive from home to Metrotown.
- 39 City Eng. Dept. promise the bus route will be re-route from E. 45 few years ago. Please follow up
- 40 Limit speed 30 km, put bump on the road, because some driver from 41st Ave turn to School Avenue to Tyne St..to 49th Ave. Or more 4 way stop is OK.
- 41 I don't think people are using School Ave. to be a short cut to Kingsway. In fact, I've never seen such thing happening. I agree the street is narrow from Harold St. going East and perhaps one way from Harold to Tyne is acceptable.
- 42 Since the changes were made to E 45th Ave. between Boundary Rd to Vic. Drive the traffic has increased twice as much on Joyce which has not been suitable for majority of residents. If School Ave. is made one way then the traffic congestion will be on Joyce St, it will be like a freeway. So please give this matter a serious thought before making any changes. School Ave has been in this condition for 35 years. We walk there, there is part sidewalks some places but the condition haven't been any worse now. So why such a change now to be made. I never came across traffic congestion there.

SURVEY COMMENTS- NEUTRAL

- 43 I am very concerned about street parking for people working in the area. I have 5 staff working in my office. We have a problem parking. Please consider the impact of the above to parking for people working in the area. Thank you.
- 44 The street needs fixing and sidewalks.

SURVEY COMMENTS- OTHER

- 45 (See attached letter:)

We the undersigned are residents of the Chilean Housing Co-operative on School Avenue. We are very concerned about the terrible condition of our street, which we believe is dangerous due to the heavy traffic and lack of a safe area for pedestrians to walk.

Our children attend Carleton Elementary School on 41st and Joyce, and must walk there and back along School Avenue every day. Our seniors and other members must walk on School Avenue in order to get to the shopping areas and the bus stops, etc. Due to the lack of sidewalks, pedestrians are forced to share this narrow roadway with speeding drivers who use it as a shortcut to the shopping areas, and with the large trucks making deliveries to the grocery stores on Kingsway.

We support any initiatives to make School Avenue safer for the people in our neighbourhood, however, are not convinced that your proposal to convert traffic operation

from two-way to one-way will be sufficient to accomplish this. Some of the measures we would like to see implemented include safe, curbed sidewalks; speed bumps to slow traffic; and stop signs at intersections.

Please keep us informed as to the city's position on the issue.

(34 signatures)

APPENDIX E
INFORMATION LETTER

ENG. LETTERHEAD

September 4, 2002

Dear Resident:

RE: Parking on School Avenue

Previously, you have received a survey (dated June 14, 2002) asking for your opinion of converting, on a trial basis, traffic operation from existing two-way to one-way westbound traffic on School Avenue between Tyne Street and Joyce Street. The purposes of the proposed measure are to reduce the number of short-cutting traffic through your neighbourhood and to allow room for the provision of sidewalk on the north side of School Avenue.

The results of the survey indicated that there is enough support from the affected area residents for the proposed trial traffic measure. However, to accommodate sidewalk on the north side and the one-way street measure, on-street parking would only be provided on the south side of the street.

If you have any comments or questions concerning the proposal, please call me at 871-6445.

Yours truly,

Fred Lin, EIT
Neighbourhood Transportation