



DISTRICT OF WEST VANCOUVER
750 17TH STREET, WEST VANCOUVER BC V7V 3T3

COUNCIL REPORT

Date:	May 1, 2024
From:	Sean O'Sullivan, Senior Manager, Roads & Transportation
Subject:	Sidewalk Programming
File:	1700.09

RECOMMENDATION

THAT

1. the report dated May 1, 2024, titled "Sidewalk Programming" be received for information;
2. the proposed sidewalk prioritization process be endorsed by Council;
3. the proposed 2024 sidewalk projects be endorsed by Council; and
4. Staff report back in Q3 of 2024 on the progress of 2024 projects and confirm 2025 projects.

1.0 Purpose

The purpose of this Council report is to seek endorsement for the selection criteria outlined for the sidewalk programming and for the proposed projects for 2024.

2.0 Executive Summary

This report presents recommendations to advance sidewalk prioritization and construction within the District. The proposed sidewalk prioritization process establishes a framework for identifying and selecting sidewalk projects based on established evaluation criteria as set out in the 2017 Pedestrian Network Study. The proposed process also considers constructability challenges, and opportunities to combine the sidewalk project with other capital projects.

Three sidewalk projects are proposed for construction in 2024, with funding confirmed and detailed designs complete. Additionally, potential projects for 2025 are under consideration, pending budget and resource availability. Staff will provide progress updates on 2024 projects and confirm 2025 projects in Q3 of 2024.

3.0 Legislation/Bylaw/Policy

Council adopted the District’s Corporate Energy and Emissions Plan (Corporate EEP) in October 2016, which includes a series of actions to guide Green House Gas reduction through reducing auto dependency and increasing opportunities for transit and active travel.

The policy context for transportation planning is provided by the District’s Official Community Plan (OCP) Bylaw No. 4985, 2018 and the District’s Strategic Transportation Plan, 2010.

Regional Context

TransLink’s Transport 2050 is the Regional Transportation Strategy for Metro Vancouver. Transport 2050 is the region’s roadmap for the next 30 years. It identifies projects, services, and policies with the objective to make transportation better for everyone. Transport 2050 aims to make active transportation the most convenient choice for shorter trips by rapidly completing a network of walkways so that walking can be the most direct and convenient travel option for distances less than one kilometre. It sets a regional target of ensuring that every street within the Urban Containment Boundary has sidewalks on both sides.

4.0 Council Strategic Objective(s)/Official Community Plan

This report aligns with Council’s Strategic Objective to:

- 4.3 Diversify, expand, and improve the safety and appeal of active transportation options.

As part of **Council’s approved Strategic Plan, 2024–2025**, there is an action to prioritize response to sidewalks and roads.

Official Community Plan

The Official Community Plan (OCP) Section 2.4 outlines a need to use existing [road] networks more efficiently and provide a range of safe and accessible transportation options within our community and across the region. The OCP seeks to enhance road network safety for all users.

OCP policies to achieve this include:

Encouraging Walking and Cycling

- 2.4.1 Address identified gaps and complete the pedestrian and cycling network with integration to transit, town and village centres, community facilities, schools, parks and trails system;
- 2.4.2 Provide attractive alternatives to driving by enhancing the safety, accessibility, and connectivity for pedestrians and cyclists through measure such as:
 - a. key new connections;
 - b. wider and weather-protected sidewalks;

- e. strengthened connections between housing, employment, neighbourhood hubs, and the Frequent Transit Network.

Enhancing Network Accessibility, Safety, and Efficiency

- 2.4.12 Maintain the transportation network for the safety and reliability of all users (i.e., pedestrians, cyclists, and drivers), and seek to expand connections as opportunities arise.
- 2.4.14 Incorporate universal access and age-friendly design principles in sidewalk, pathways, transit, and road improvement projects for pedestrians and cyclists of all ages and abilities.

5.0 Financial Implications

Internal funding of \$500,000 has been approved for construction of three proposed 2024 sidewalk locations:

- 19th Street, Fulton Avenue to Marine Drive
- Marine Drive, Morgan Crescent to Ferndale Avenue
- Marine Drive, Cypress Creek to Keith Road

External funding of \$266,000 from TransLink has been confirmed. Staff is also seeking additional, external funding opportunities towards these projects from Coast Mountain Bus Company and ICBC.

To ensure there is a sidewalk on at least one side of every street as envisioned in the District's Strategic Transportation Plan, the cost could be as much as \$200 million.

6.0 Background

West Vancouver has a network of 77 kms of hard-surface sidewalks (asphalt or concrete), or less than a quarter of its roadway network length. Sidewalks are concentrated in the dense and commercial areas of Ambleside, Dundarave, Taylor Way, Horseshoe Bay, and Caulfeild and many of the more recently developed areas in the western British Properties. Outside of these areas, most local streets in the District do not have sidewalks.

There has been a community need and desire for improvements to pedestrian facilities to enhance accessibility and safety. According to 2021 North Shore Transportation Survey, 33% of participants in DWV report that their neighbourhood was walkable, as compared to 70% in the City of North Vancouver and 45% in the District of North Vancouver. Additionally, the District has received around 20 requests for new sidewalk installations since 2022.

The Strategic Transportation Plan is a vision for the future of transportation in West Vancouver to 2025 and beyond. Its goals are to reduce auto dependency, expand mode choice, and promote safety while supporting sustainability and reflecting community transportation priorities. The Plan introduces the concept of a “Transportation Hierarchy” and pedestrians are placed at the top of this hierarchy.

In 2017, Council endorsed the Pedestrian Network Study, which reviewed streets and trails/pathways in the District to determine the state of walking in the District. It sets out a roadmap for promoting and enhancing pedestrian movement through future upgrades to improve walkability and safety.

The study also recognizes that unlike many other municipalities in Metro Vancouver, the District does not have a bylaw requiring sidewalks for new developments.

6.1 Previous Decisions

At its **May 7, 2024, meeting, the Environment Committee** endorsed the following resolution:

THAT

- the Active Transportation presentation be received for information;
- the Environment Committee endorse the presented approach to sidewalk network prioritization and programming; and
- the Committee endorsement of the Engineering and Transportation Department’s sidewalk network prioritization and programming be forwarded to Council as part of a staff report to be brought forward for consideration at an upcoming regular Council meeting.

Council, at its **July 17, 2017, regular meeting**, passed the following resolutions:

THAT

1. The Pedestrian Network Study, attached as Appendix A to the report dated June 30, 2017, regarding Pedestrian Network Study Final Report from the Transportation Planner be approved; and
2. Staff commence with the implementation of the recommendations for additions and improvements to the pedestrian network.

6.2 History

The 2010 Strategic Transportation Plan recommended assessing the pedestrian network, creating a pedestrian map, improving connections, and enhancing connectivity between different elevations.

In 2017, the Pedestrian Network Study was developed. Its purpose was to evaluate the existing pedestrian network, identify challenges and opportunities, and prioritize pedestrian projects across the District for the next 15 years.

7.0 Analysis

7.1 Discussion

The long-term objectives of the District's sidewalk program are:

- to construct sidewalks on both sides of collector and arterial roads;
- to construct sidewalks on at least one side of all local roads;
- to construct sidewalks on both sides of local roads that are on main routes to schools, parks, commercial areas, community facilities, and bus stops; and
- to establish standard sidewalk width of 1.8 metres.

Sidewalk Priority Evaluation Criteria

In the 2017 Pedestrian Network Study, a list of criteria was developed to identify and prioritize filling in gaps and installing new sidewalks within the District. The criteria used was based on three categories which include: pedestrian safety, pedestrian demand, and network needs. The Sidewalk Priority Evaluation Criteria is shown in Figure 1.

Figure 1 – Sidewalk Priority Evaluation Criteria

Sidewalk priorities based on the Sidewalk Priority Evaluation Criteria from the 2017 Pedestrian Network Study are shown in **Appendix A**.

Criterion	Max Score	Weight
Pedestrian Safety		
Pedestrian Volumes	5	5%
Truck Route	5	5%
Pedestrian Collisions	5	5%
Total Collisions	5	5%
Topography	5	5%
Road Classification	10	10%
Total Pedestrian Safety	35	35%
Pedestrian Demand		
Proximity to Schools	5	5%
Proximity to Seniors Facilities	5	5%
Proximity to Commercial Uses	5	5%
Access to Transit	5	5%
Access to Parks	5	5%
Proximity to Community and Recreational Buildings	5	5%
Residential and Employment Density	5	5%
Total Pedestrian Demand	35	35%
Network Need		
Network Contribution	5	15%
Pedestrian Gaps and Issues	5	15%
Total Network Need	10	30%
Total Safety + Demand + Network Need	80	100%

The Sidewalk Priority Evaluation Criteria form the foundation for the proposed sidewalk priority process. In addition to the criteria, two other factors are considered in prioritizing locations for sidewalk projects:

1. Sidewalk Constructability

While the Pedestrian Network Study provides a roadmap to prioritizing future sidewalks, it does not review constructability of sidewalks at the recommended locations. Constructability will be considered as part of the purposed sidewalk priority process. Some factors affecting the feasibility of constructing a sidewalk include:

- **Driveways:** Sidewalk construction can be complicated by driveways, particularly when they are steep and extend to the edge of the road.
- **Utility Poles:** The presence of utility poles along proposed sidewalks can pose challenges due to the cost and complexity of relocating them.
- **Vegetation:** Trees, hedges, and other vegetation along the boulevard or sidewalk corridor can obstruct construction. Preservation of existing vegetation may be desired for environmental and aesthetic reasons.
- **Parking:** On-street parking may need to be removed or relocated to accommodate sidewalk construction, particularly in areas with limited space.
- **Geography:** Steep slopes, rock outcrops, and other geological features can present significant obstacles to sidewalk construction.
- **Narrow Right-of-Ways:** Limited right-of-way widths can restrict the available space for sidewalk construction.
- **Water Features:** The presence of rivers, creeks, or other water bodies may necessitate additional considerations for sidewalk construction, such as bridge crossings or floodplain management.

It should be noted that fulfilling requests for sidewalk construction in certain locations identified by residents may require substantial financial resources to address these challenges.

2. Opportunities to Combine Projects

Sidewalk projects can be accelerated or delayed so that they can be combined with other projects to maximize project efficiency and reduce overall costs.

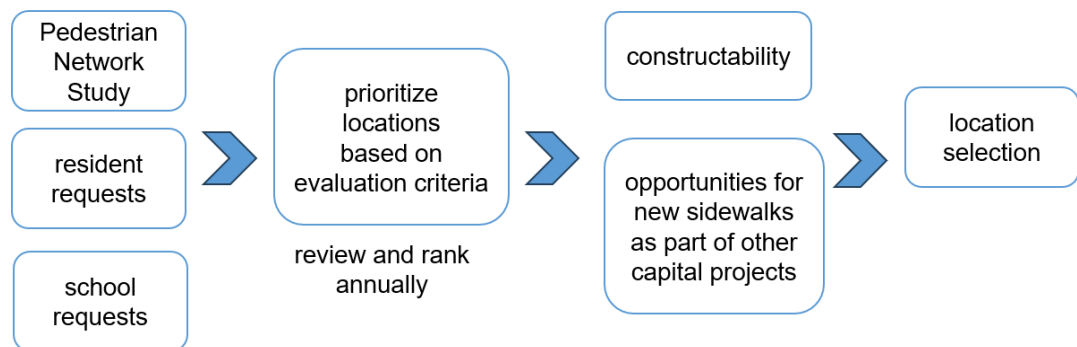
Sidewalk Prioritization Process

The sidewalk prioritization process involves several key steps to ensure effective decision-making and resource allocation:

- Sidewalk locations are identified through various sources:
 - 2017 Pedestrian Network Study;
 - resident requests; and
 - annual School Safety Assessments.
- The identified locations are then prioritized based on the Sidewalk Priority Evaluation Criteria established in the Pedestrian Network Study.
- Constructability of the sidewalk at the identified locations is evaluated.
- Opportunities for sidewalk construction in conjunction with other capital projects are considered.
- Locations are selected for sidewalk design and construction.

The comprehensive process allows staff to address pedestrian needs, enhance safety, and promote active transportation options within the District. Figure 3 shows a flowchart illustrating the proposed sidewalk prioritization process.

Figure 3 – Sidewalk Prioritization Process



2024 Sidewalk Projects

The following locations are proposed for sidewalk construction in 2024:

- **19th Street, Fulton Avenue – Marine Drive**
 - ranked as one of the top priority local streets for sidewalk installation in the 2017 Pedestrian Network Study
 - 19th Street is one of the only streets in Ambleside area that does not have a sidewalk, connects residential areas to recreational and commercial opportunities along Marine Drive

- **Marine Drive, Morgan Crescent – Ferndale Avenue – Pacific Science Enterprise Centre**
 - *location was selected based on findings from the School Safety Assessment Program at Cypress Park Elementary*
 - *multiple resident requests*
- **Marine Drive, Cypress Creek – Keith Road**
 - *sidewalk closes the gap between the sidewalk near the café and the east side of Keith Road*
 - *multiple resident requests*

2025 Proposed Sidewalk Projects

The following locations are being considered for design in 2024 and construction in 2025:

All locations have been assessed as **high priority** based on the Sidewalk Priority Evaluation Criteria.

- **Mathers Avenue, 21st Street – 23rd Street**
 - *top location for resident requests*
- **Jefferson Avenue, 22nd Street – 24th Street**
 - *identified as missing link in School Safety Assessment Program*
- **Mathers Avenue, 11th Street - Braeside Street**
 - *combined with roads/utilities capital project*
- **Burley Drive, Braeside Street - Kings Avenue**
 - *combined with roads/utilities capital project*
- **20th Street, Gordon Avenue – Marine Drive**
 - *bridging gap in sidewalk network, connecting key destinations*
- **Gordon Avenue, 20th Street – 21st Street**
 - *bridging gap in sidewalk network, connecting key destinations*
- **Marine Drive, Cranley Drive – Telegraph Trail**
 - *top location for resident requests*

Not all the locations in the above list may be constructed in 2025. Staff to report back to Council in Q3, 2024 on the recommended 2025 sidewalk projects.

7.2 Climate Change & Sustainability

Both the Council’s Strategic Objectives and the District’s Strategic Transportation Plan promote a modal shift from vehicular transportation to

alternative modes of active transportation, including cycling and walking. Walking has many environmental benefits when a walking trip substitutes for a vehicle trip, reducing air pollution, greenhouse gas emissions, and road congestion. A well-connected pedestrian network that encourages residents to walk will help to reduce greenhouse gases (GHGs) emissions from motor vehicles.

7.3 **Public Engagement and Outreach**

Not planned.

7.4 **Other Communication, Consultation, and Research**

The development of the Pedestrian Network Study included extensive consultation and engagement with West Vancouverites, including:

- on-line surveys;
- stakeholder workshops; and
- open houses.

Staff also receive and review requests for new or improved sidewalk connections regularly from residents and, as part of the School Safety Assessment, from schools across the District.

8.0 **Options**

8.1 **Recommended Option**

THAT

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2. the proposed sidewalk prioritization process be endorsed by Council;
3. the proposed 2024 sidewalk projects be endorsed by Council; and
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8.2 **Considered Options**

Council may request further information or provide alternate direction (to be specified).

9.0 Conclusion

The proposed sidewalk prioritization process provides the District with a fair and consistent method to identify locations for future sidewalk construction, and to enhance pedestrian infrastructure in the District of West Vancouver, aligning with Council's strategic objectives and community needs. Prioritizing sidewalk projects is an important step to create safer and more accessible streets for residents and visitors alike, which will also help the District work towards its climate goals.

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Appendices:

Appendix A: Sidewalk Priority Map

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APPENDIX A

**Pedestrian
Network
Study
Recommendations**

- Sidewalk Priority
- 1 Very High
 - 2 High
 - 3 Medium
 - 4 Low
 - 5 Very Low
- Existing Sidewalks



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