



Corporate Report

NO: R228

COUNCIL DATE: October 30, 2006

REGULAR COUNCIL

TO: Mayor & Council DATE: October 25, 2006
FROM: Acting General Manager, Planning and Development FILE: 5400-80-10600
5400-01
SUBJECT: Proposed "Commemorative Street Naming" Policy and
Request to Rename 107A Avenue to "Veterans Way" -

RECOMMENDATION

It is recommended that Council:

1. Approve the proposed policy attached as Appendix I, referred to as the "Commemorative Street Naming" policy, which will provide for supplementary designations for City streets, on a case by case basis; and
2. Consistent with the proposed policy, accord the commemorative street name of "Veterans Way" to the section of 106 Avenue (instead of 107A Avenue, as requested) between King George Highway and City Parkway, in recognition of Surrey veterans and the role of the Whalley Branch of the Royal Canadian Legion in the community.

INTENT

The purpose of this report is to summarize existing policies, practices and issues related to street naming, recommend an approach for addressing requests for special street names and respond to a request from the Whalley Branch of the Royal Canadian Legion for the renaming of 107A Avenue to Veterans Way.

BACKGROUND

On July 10, 2006, a delegation from the Whalley Branch of the Royal Canadian Legion made a presentation to Council-in-Committee, regarding their request to have 107A Avenue, between West Whalley Ring Road and City Parkway, renamed to Veterans Way. This designation is intended to commemorate the 80th Anniversary of the formation of the Royal Canadian Legion and British Columbia's Veterans Week.

Although the Whalley Branch facility is located on 106 Avenue, the delegation was concerned that renaming 106 Avenue could be problematic, due to the need for support from other properties on 106 Avenue, while the nearby 107A Avenue has no fronting properties and is near the location where Remembrance Day parades are formed.

Council directed staff to "consider opportunities to develop a means of recognition for veterans by way of naming a street or creating a plaza within Whalley and report back to Council".

DISCUSSION

Policy Considerations

Section 39 of the *Community Charter* gives a local government the authority, by bylaw, to assign a name or number to a highway. Surrey Street and House Numbering Bylaw No. 1500 from 1957, as well as City Policy No. O-42 from 1999, require the use of numbered streets and avenues wherever these can be reasonably associated with a north-south (street) or east-west (avenue) highway. Diagonal streets or streets that meander may be named, but are required to have a suffix of crescent, drive or road. This naming convention, originally proposed by the Lower Mainland Regional Planning Board in the 1950s, is intended to facilitate the ease of access for visitors to and within the City and supports rapid responses by emergency services, such as police, fire and ambulance vehicles.

The City also has a program in place for erecting markers with the former names of roads with historical significance.

History of Royal Canadian Legion in Whalley

The Whalley Branch of the Royal Canadian Legion has been a major focus of the Whalley community for over half a century, and has been responsible for organizing Remembrance Day Services in the area. Approximately 40 veterans started the Branch in 1947, and the Charter for the North Surrey Branch No. 229, Royal Canadian Legion was received in January of 1948.

One of the first major organizations in Whalley's Corner, the originating members held their first meetings in local church basements and members' garages before the construction of a small community hall on Grosvenor Road, through donated materials and labour. The Ladies Auxiliary, formed in same year, actively helped with fund raising for this facility. In 1951, the first Remembrance Day Service was held on the grounds of the Grosvenor Road School and, in 1952, a new Cenotaph was erected on the traffic island at 108 Avenue and King George Highway, formerly the Pacific Highway. With construction on King George Highway, the cenotaph was moved to its current location on 106 Avenue between City Parkway and 135A Street. In 1954, a new community hall was completed adjacent to the current Legion building, through additional fundraising, the sale of debentures to members and volunteer effort. By 1960, continued growth and

community work lead to construction of the present Legion building on 106 Avenue, which was the largest facility in the Lower Mainland at the time.¹

Proposal to Rename 107A Avenue

107A Avenue, the street proposed for renaming by the Legion, is a short block between City Parkway and West Whalley Ring Road, which has been upgraded with a number of street improvements since the 1991 City Centre Plan, including new sidewalks and lighting. All lots on this block are currently vacant, with the City owning the properties on the south side of the street. The two properties on the north side are privately owned and have their street addresses on 134 Street and 135 Street.

A number of concerns have been raised by City staff over changing the legal names of streets, particularly sections of existing streets as has been requested by the Whalley Legion Branch, due to the number of agencies that are involved, including police, fire, ambulance, Canada Post and the Land Title Office. Street addresses must also be maintained in a number of separate databases within the City.

Use of Supplementary Designations for Streets

A number of jurisdictions have taken the approach of using supplementary designations as a method of highlighting the historical or cultural significance of a place without the need to change the legal name or number of the street. For example, historic neighbourhoods have been commemorated on street signs in downtown Toronto, a number of streets in the Lower Mainland also have a supplementary designation as named Greenway routes and New Westminster's Front Street also has the designation of "Antique Alley" in recognition of that street's cultural role within the City.

Proposed Commemorative Street Naming Policy

Surrey currently does not have a policy to provide for the installation of supplementary street designations. In order to deal with the present request from the Whalley Legion Branch and other similar requests in the future, staff have prepared a proposed City Policy on "Commemorative Street Naming", attached to this report as Appendix I.

The proposed policy basically provides for Council to consider and approve, on a case by case basis, the installation of supplementary street designations where such designations have cultural or historical significance, would contribute significantly to creating a sense of place within the community, do not conflict with other City policies and have demonstrated support from the surrounding community and the owners of properties on the designated streets.

The policy also provides a conceptual drawing showing how the commemorative street blades should be installed.

¹ Adapted from the Whalley Legion branch website, <http://www.whalleylegion.org/about.htm>

Request from the Whalley Branch of the Royal Canadian Legion

As indicated above, renaming an existing street is problematic. In order to accommodate the Legion's request, the use of supplementary street designation, consistent with the proposed Commemorative Street Naming Policy, would be a viable alternative.

Considering the Whalley Legion Branch is located on 106 Avenue and the cenotaph is also at this location, staff suggested that 106 Avenue would be more appropriate than 107A Avenue for the intended purpose.

In discussions with the Legion's project committee chair, the Whalley Legion Branch would be supportive of a supplementary designation of 106 Avenue between King George Highway and City Parkway as "Veterans Way" and would not consider changing the legal name of the street to be necessary. The map in Appendix III shows the location of the proposed designation. The proposed designation would recognize the important cultural and historical role of veterans within Canada and Whalley, while allowing future flexibility should the Legion Branch or cenotaph ever change location. An example of the potential signage that could be provided is illustrated in Appendix II. The final design of the street signage would be determined in consultation with the Engineering Department and the Whalley Branch of the Royal Canadian Legion.

The Engineering Department and the HAC have been consulted on the proposed use of supplementary designations and are supportive of this approach.

The cost per sign blade would be approximately \$200, including design, fabrication and mounting. In consultation with the Engineering Department, it is recommended that given the limited nature of such signage, supplementary blades be funded through the general signage budget. It is intended that, subject to Council approval, the signs would be in place at the start of November in time for Remembrance Day Ceremonies.

Related Street Naming Issues

Several outstanding issues related to street naming and street designations have also been identified during the background information review in response to the Legion's renaming request. Staff will report further on the development of street name selection criteria and identification of approved names, in consultation with the Heritage Advisory Commission, for Council approval when heritage names, rather than numbered streets and avenues are considered appropriate on off grid roads only.

CONCLUSION

Although a street naming policy is in place, there is no procedure for selecting names for non-numbered streets or policy for creating supplementary designations of City streets. It is recommended that a policy for supplementary street designations be adopted for instances where streets have cultural or historical significance, contribute significantly to creating a sense of place within a community, have demonstrated support from the surrounding community and the owners of properties on designated streets and where the designation does not conflict with other City policies. It is recommended that 106 Avenue between City Parkway and King George Highway be accorded the

supplementary designation of "Veterans Way" and that the signs be installed prior to November 11, 2006.

It is further recommended the City staff work with the HAC to develop criteria for heritage names for off-grid streets where the use of names rather than street numbers is appropriate, and to assist with the development of an inventory of recommended heritage names, based on these criteria for different neighbourhoods where heritage names are considered appropriate.

How Yin Leung
Acting General Manager,
Planning and Development

MA/kms/saw

Attachments:

Appendix I - Proposed Policy for Commemorative Street Naming

Appendix II - Concept for Supplementary Street Name Blade

Appendix III - Proposed Veterans Way Designation Location



CITY POLICY

No.

REFERENCE:

REGULAR COUNCIL MINUTES

APPROVED BY:

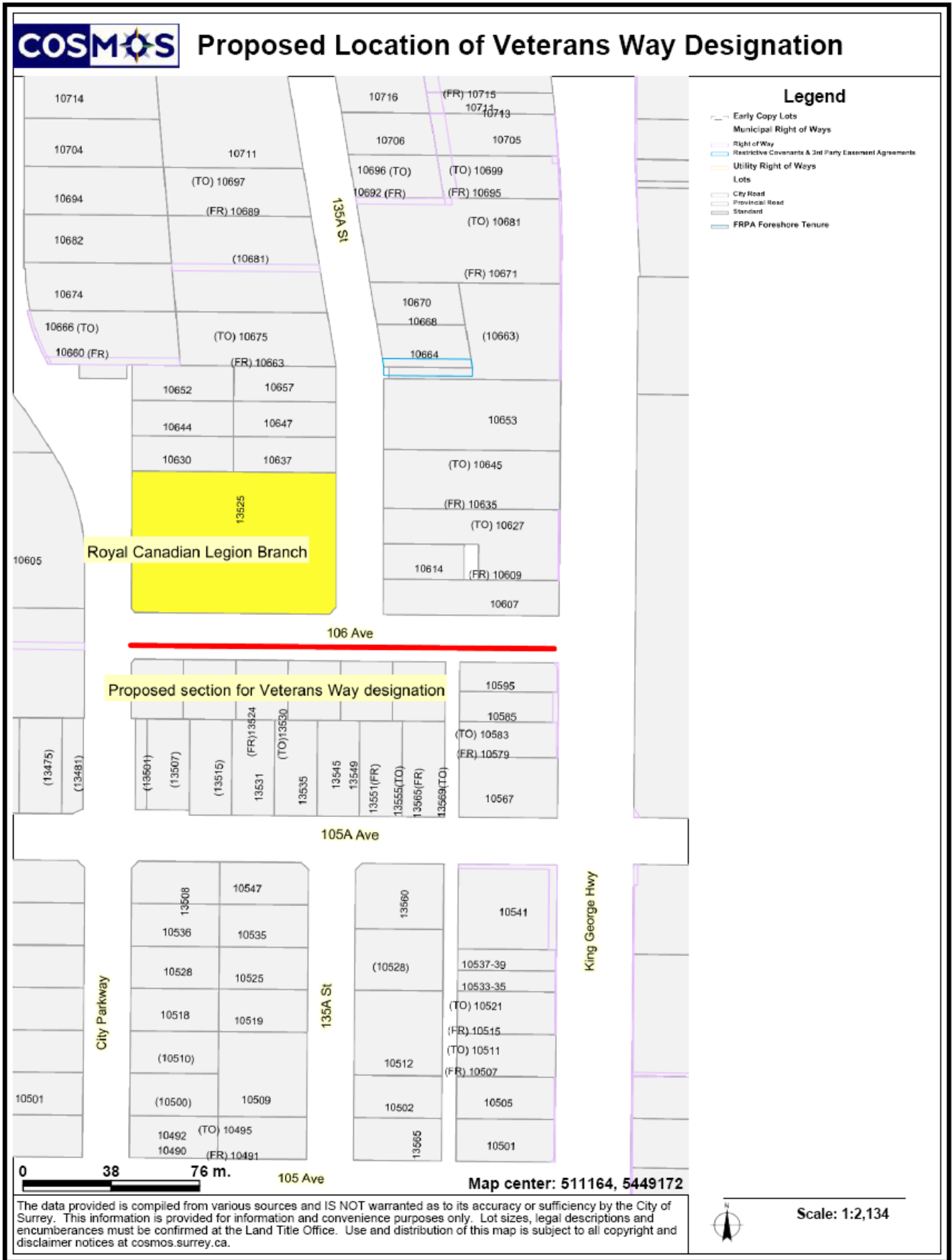
CITY COUNCIL

DATE:**HISTORY:****TITLE: Commemorative Street Naming Policy**

1. A "commemorative street name" is not an official street name for the purpose of addressing properties or for official map purposes, but rather is a second ceremonial name for a street.
2. A commemorative street name for a City street may be considered and approved by Council, on a case by case basis, where such a name:
 - has cultural or historical significance; or
 - would contribute significantly to creating a sense of place within the community;
 - does not conflict with other City policies; and
 - has demonstrated support from the surrounding community and the owners of properties on the designated streets.
3. The approved commemorative street name sign will be implemented through the installation of a commemorative street sign blade, affixed beneath the official street sign blade, as illustrated conceptually in the attached drawing.
4. Costs for the production and installation of the commemorative street name blades may be borne by the individuals or organizations who request the supplementary street designations and/or by the City, where determined by Council on a case by case basis.

Example of Signage for Veterans Way





Printed: 25-Oct-2006 11:41:10 AM