



Corporate Report

NO: A234

COUNCIL DATE: Nov. 5/07

REGULAR COUNCIL

TO: Mayor & Council
DATE: November 2, 2007

FROM: General Manager, Engineering
FILE: 7806-0417-00
5800 (02300)

SUBJECT: Connection of 23 Avenue East of 138 Street in the Chantrell Park Area

RECOMMENDATION

The Engineering Department recommends that the missing section of 23 Avenue to the east of 138 Street and to the west of 138A Street be fully dedicated as a standard road allowance during the subdivision of the properties in which it is located but that this section of 23 Avenue be constructed to only allow use and connectivity by pedestrians, cyclists and emergency vehicles (i.e., vehicular traffic other than emergency vehicles would not be permitted on this section) and with appropriate landscaping.

BACKGROUND

Planning and development of the Chantrell Park Area was initiated in the early 1990s with many rezoning/development applications on both sides of 24 Avenue, between 134 and 140 Streets. Council approved a road network plan for the area on September 14, 1993, indicating a connection of 23 Avenue from Chantrell Park Drive to 139A Street. Twenty-third (23) Avenue has been completed and opened as a public street from Chantrell Park Drive to 138 Street and from 138A Street to 139A Street. A section of 23 Avenue between 138 Street and 138A Street is missing and was to be completed as part of the approval of a subdivision of the properties known as 2278 and 2306 – 138 Street as shown in Appendix I.

The land use and road layout plan for the Chantrell Park area are public documents and are available for public review at City hall. People who purchased homes in the area could have accessed information about the future completion of 23 Avenue prior to their purchase.

The City has now received a development application, no. 7806-0417-00, for the subdivision of the properties at 2278 and 2306 – 138 Street. The subdivision proposal included the dedication of the missing section of 23 Avenue as intended by the approved

road network plan. A public information meeting held by the applicant on April 18, 2007, resulted in significant interest from the Chantrell Park Area residents about the continued implementation of the 1993 approved road network plan as it related to the completion of 23 Avenue through the property. At the meeting, many Chantrell Park Area residents voiced their opposition to the proposed 23 Avenue connection. On June 27, 2007 local neighbourhood residents submitted a petition of 220 names representing 197 household that documented their preference that the 23 Avenue connection be constructed as a pathway for pedestrians and cyclists only (i.e., that motor vehicles not be permitted to cross this section of 23 Avenue).

Chantrell Park Drive

In 2005, Council had approved a significant alteration to the Chantrell Park local road network plan by adopting By-law No. 15884, which acted to close a section of Chantrell Park Drive and 136 Street. This by-law eliminated the continuity of Chantrell Park Drive between 20 Avenue and 24 Avenue as was envisaged by the road network plan for the area. Many local residents feared that the completion of the 23 Avenue as a local through road would attract the increased traffic volume originally intended for Chantrell Park Drive. Coupled with this concern, were concerns with the potential for speeding on 23 Avenue and shortcutting drivers from outside the neighbourhood.

Public Process for 23 Avenue

In response to the residents' petition submitted at the public information meeting and in following new practices for the removal of roads from Community Plans, the Engineering Department conducted a mail-out survey as well as hosted an open house in the Chantrell Park area. This was focused on ensuring that the Department fully understood the community's position on the completion of 23 Avenue.

The Engineering Department expanded the scope of the survey to include neighbourhood connectivity. This was based on transportation planning principles, which support the importance of connectivity and the implementation of grid or near grid road networks. This type of network provides for expanded travel path choice, which can promote the use of local roads for short trips and facilitate more direct travel. Additionally, grid networks increase the use of alternative modes of transportation such as walking, cycling and transit since users have optional convenient routes by which to move about their community. The Ocean Park Peninsula and Chantrell Park areas are based on the hierarchal road network system. This type of road system is intended to channel and concentrate motorists on arterial roads for all trips, whether short local or long commuting trips. Limited local through roads connect with the collector road system and the collectors connect with the arterials.

The above-referenced mail-out survey was sent to all properties in the area bounded by 16 Avenue to the south, 28 Avenue to the north, 128 Street to the west and 140 Street to the east and included of over 2100 homes.

DISCUSSION

Council's original decision in 1993 that 23 Avenue be connected, between Chantrell Park Drive and 139A Street, was based on sound transportation planning principles. The hierarchal road network system that was planned at that time was judged to provide adequate connectivity, safety, and accessibility for the Chantrell Park Area.

It is recognized that the neighbourhoods in and around the Chantrell Park area have been almost fully developed for a number of years. Residents in and near the area have not only come to accept the traffic patterns imposed by the current road network, but also did not anticipate any new road connections being implemented by the City. Since the area is very low density, the arterial and collector road network in the area are able to function in a satisfactory manner apart from periodic congestion that occurs due to school traffic. The current and projected traffic volume counts for 24 Avenue, 128 Street, and 140 Street indicate that ultimate arterial widening is not warranted in the near future. This long-term condition of no additional capacity being provided for the arterial road network is reflected in the 10 Year Servicing Plan.

The survey of the public was critical for Engineering to reach a decision on the need for the completion of the subject 23 Avenue connection and developing network connectivity in the area. The results and public views from the Open House and mail-out survey were consistent with the prior petition in demonstrating public opposition to the opening of 23 Avenue to vehicles.

The reasons cited for opposing the opening of 23 Avenue to vehicles included safety of children playing on the street, speeding, crime and loss of trees. The respondents did, however, support allowing the use of the subject section of 23 Avenue by pedestrians, cyclists, and emergency vehicles.

Detailed summaries of the Open House and mail-out survey results are included in Appendix II.

At the September 20, 2007 Open House held by Engineering, a group of residents who were opposed to the completion of the subject section of 23 Avenue for vehicular traffic, obtained new signatures from local residents to original petition. Thirty eight (38) more names representing 36 households were added, bringing the total signatures on the petition to 233 households out of approximately 329 households in the neighbourhood. This reflects a 71 % household representation of the local neighbourhood. Figure 1, appended to this report, illustrates the location of the addresses of residents who signed the petition based on the information provided on the petition.

Other Future Road Connections

There remain a number of future road connections (i.e., missing links) that are identified in the approved road network plans for the Chantrell Park and adjacent areas. Staff will continue to request dedication of the road allowances for these connections when development occurs. However, staff recognize that the general public sentiment is against opening some of these connections; consequently, a localized public consultation process will be undertaken when future developments occur that involve new

connections. Based on the results of this public process, staff will establish the appropriate level of connectivity at each location and report back to Council as necessary.

CONCLUSION

Based on the above information, the Engineering Department recommends that the missing section of 23 Avenue to the east of 138 Street and to the west of 138A Street be fully dedicated as a standard road allowance during the subdivision of the properties in which it is located but that this section of 23 Avenue be constructed to only allow use and connectivity by pedestrians, cyclists and emergency vehicles (i.e., vehicular traffic other than emergency vehicles would not be permitted on this section) and with appropriate landscaping.

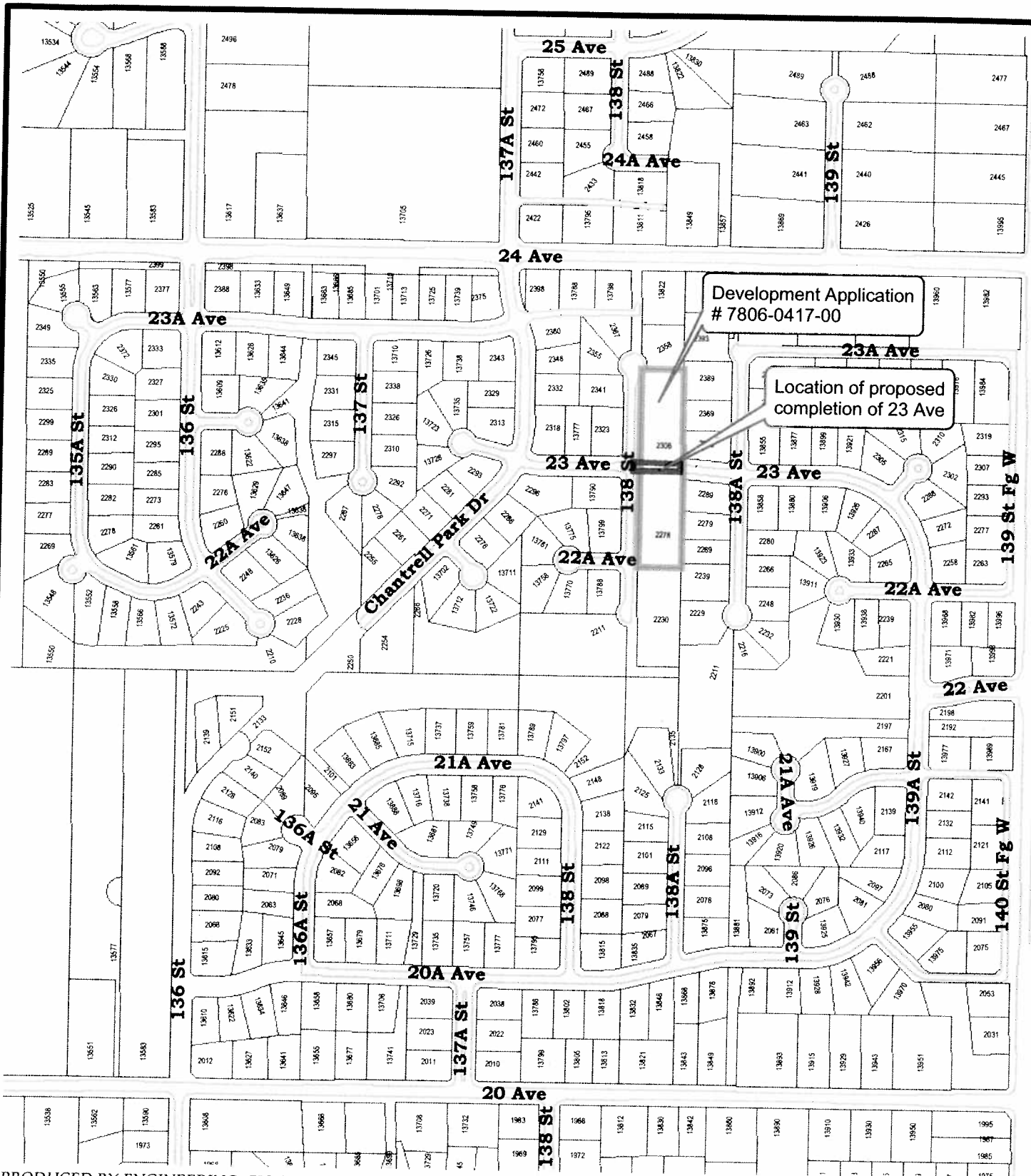


Paul Ham, P.Eng.
General Manager, Engineering

VL/JB/DM:kd/brb

Attachment: Appendix I – Location Map
Appendix II – Public Consultation

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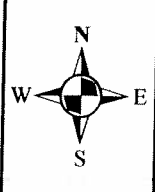


Development Application
7806-0417-00

Location of proposed
completion of 23 Ave

PRODUCED BY ENGINEERING, GIS SECTION: November 1, 2007, JJR

Date of Aerial Photography: April 2007



APPENDIX I

LOCATION OF PROPOSED COMPLETION OF 23 AVE

ENGINEERING
DEPARTMENT

The data provided is compiled from various sources and IS NOT warranted as to its accuracy or sufficiency by the City of Surrey.
This information is provided for information and convenience purposes only.
Lot sizes, Legal descriptions and encumbrances must be confirmed at the Land Title Office. G:\MAPPING\GIS\MAPS\CORPORATE REPORTS\ENG-UTILITIES\23Ave_AppendixI-SM.mxd

Public Consultation

Open House Results

During the September 20, 2007 open house, the Engineering Department staff presented display boards and answered questions from attendees. Staff responded to resident's concerns and explained the advantages and disadvantages of the completion of 23 Avenue (local through road) and overall neighbourhood connectivity.

Concerns were raised pertaining to the magnitude of increased traffic anticipated on a local through road, and the increased crime and vandalism. Staff responded with the following points:

- ICBC data indicates that the majority of collisions occur at major intersections;
- Typical cut-through traffic occurs when there is time savings advantage to the driver, which the circuitous road pattern in this case would not allow for; and
- The RCMP could not substantiate any direct correlation between road connectivity and crime.

Mail-out Survey Results

69% of local residents were opposed to opening 23 Avenue to traffic. The results are geographically represented in Figure 2.

Most of those opposed residents (77%) cited increased traffic and safety concerns as their main reason for opposition. Safety concerns included speeding, crime, vandalism, and the safety of children playing on the street. Additional concerns were short cutting traffic, the loss of 3 Douglas Fir Trees, the precedent being set with Chantrell Park Drive being closed and the reduced "livability" of the area.

The approximately 25 % of respondents who supported opening 23 Avenue noted that their support was based on:

- The City should keep to the OCP (22%);
- Important to improve the Fire Response Time (18%);
- Reduces Arterial traffic (18%); and
- No alternative connection between 20 Avenue and 24 Avenue between 128 Street and 140 Street (14%)

Neighbourhood Connectivity Mail-out Results

The analysis of resident's opinions on the importance of neighbourhood connectivity was taken from every response. The results were very similar with 64% disagreeing that neighbourhood connectivity should be enhanced in the future. The results are geographically represented in Figure 3.

The reoccurring themes from the 64 % of residents who opposed connectivity were:

- That residents wanted the existing road network to be left as is (45%),
- They chose to live in the area based on the constructed road network (16%)
- They wanted all increases in traffic to remain on the arterials regardless of destination purpose (9%),
- An additional few minutes of travel was not a burden.

The reasons for 25% of resident supporting neighbourhood connectivity were:

- Community importance of connectivity (17%),
- Alleviation of local traffic on arterials (8%),
- Easier access to the neighbourhood (6%)

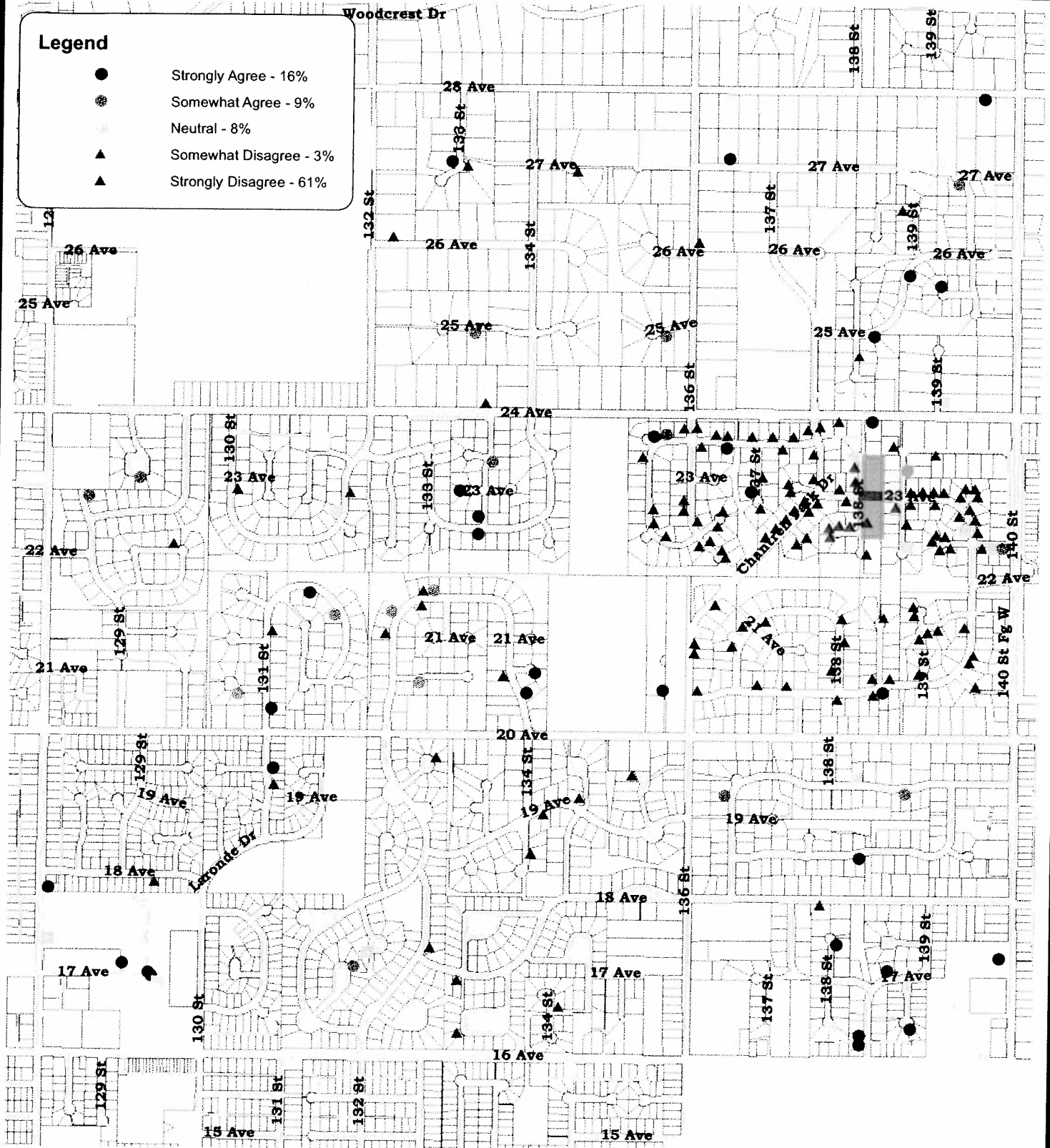
The only other key issues raised were:

- 29% commented that Chantrell Park Drive should be opened; and
- 14% questioned why there wasn't a link connecting 20 Avenue and 24 Avenue between 128 Street and 140 Street.

The results for both the 23 Avenue connection and neighbourhood connectivity were consistently not supported by the residents.

Legend

- Strongly Agree - 16%
- ◉ Somewhat Agree - 9%
- Neutral - 8%
- ▲ Somewhat Disagree - 3%
- ▲ Strongly Disagree - 61%



PRODUCED BY ENGINEERING, GIS SECTION: November 1, 2007, JJR

Date of Aerial Photography: April 2007



APPENDIX III
RESULTS FROM NEIGHBOURHOOD CONNECTIVITY QUESTION
REGARDING THE USE OF 23 AVE FOR ALL TRAFFIC

ENGINEERING
DEPARTMENT

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G. CORPORATE REPORTS

1. The Corporate Reports, under date of November 5, 2007, were considered and dealt with as follows:

Item No. R234 Connection of 23 Avenue East of 138 Street in the
Chantrell Park Area
File: 7806-0417-00; 5800 (02300)

The General Manager, Engineering submitted a report concerning the connection of 23 Avenue East of 138 Street in the Chantrell Park Area.

The General Manager, Engineering was recommending approval of the recommendations outlined in his report.

It was

Moved by Councillor Gill

Seconded by Councillor Steele

That Council recommend the missing

section of 23 Avenue to the east of 138 Street and to the west of 138A Street be fully dedicated as a standard road allowance during the subdivision of the properties in which it is located but that this section of 23 Avenue be constructed to only allow use and connectivity by pedestrians, cyclists and emergency vehicles (i.e., vehicular traffic other than emergency vehicles would not be permitted on this section) and with appropriate landscaping.

RES.R07-2893

Carried