

REPORTS
REGULAR COUNCIL MEETING
1989 OCTOBER 23

THE CORPORATION OF THE DISTRICT OF BURNABY

TRANSPORTATION COMMITTEE

HIS WORSHIP, THE MAYOR
AND ALDERMEN

MADAM/GENTLEMEN:

REPORT OF THE TRANSPORTATION COMMITTEE
RE: CHARLES STREET EXTENSION TO FELL AVENUE

RECOMMENDATIONS:

1. THAT the extension of Charles Street west of Kensington Avenue through to Fell Avenue be constructed concurrently with development of the property at 1260 Fell Avenue.
2. THAT the residents of the 6100 to 6400 blocks of Charles Street receive a copy of this report.

R E P O R T

1.0 BACKGROUND

In 1986 June a subdivision was approved for the south-east corner of Fell Avenue and Charles Street which created two lots fronting Fell Avenue. The balance of the property was dedicated for the future construction of Charles Street through to Fell Avenue with monies being deposited "In Trust" for this purpose. It was intended that upon subdivision of 1260 Fell Avenue to the north, the balance of the road would be dedicated and constructed (Figure 1 attached).

A Year later, at its regular meeting of 1987 July 21, Council considered a report from staff in response to a letter from Mr. Carl Petersen of 1260 Fell Avenue (Attachment A) expressing opposition to the deposition of monies "In Trust" and the extension of Charles Street.

Subsequently on 1988 May 30, an application for subdivision of 1260 Fell Avenue was received by the Planning & Building Inspection Department and in 1988 July, Council received correspondence from G. Collett and C. McKinnon with a petition opposing the dedication and extension of Charles Street to Fell Avenue (Attachment B). At its regular meeting of 1988 July 11, Council referred the matter to staff for a further report addressing the concerns of Council and providing alternatives to the extension of Charles Street.

Arising from the discussion of the staff report, Council on 1988 September 06 referred the issue to the Approving Officer pending the results of a review by the Transportation Committee of the traffic in the area. Currently, a subdivision application for 1260 Fell Avenue submitted by an agent acting on behalf of the current owner, Prince Development Limited, has been given preliminary approval and the applicant has submitted engineering drawings showing the dedication of the road allowance for the Charles Street extension.

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The extension of Charles Street through to Fell Avenue would entail the construction of a 8.5m (28 feet) pavement surface with street lighting on Fell Avenue and a separated sidewalk and boulevard trees on Charles Street. A lane would also be dedicated and constructed at the rear of the property to extend the existing lane from Aubrey Street.

Final approval of the subdivision application, however, has been withheld pending consideration by the Transportation Committee and Council as to whether the extension should be constructed by the developer concurrently with the development of the property or at some future date. In either case, to protect the right-of-way, the Approving Officer will require a dedication for the roadway from the developer. Monies will also be taken "In Trust" for the future construction of the extension.

In summary, the two issues previously raised by Council with regard to the extension of Charles Street are the impact on traffic in the area and the implications of not extending the street at this time. This report is written in response to Council's request for the Transportation Committee to review the traffic implications. In addition, an analysis is provided of the option of not proceeding with the extension and instead constructing a turnaround facility.

2.0 TRAFFIC IMPACTS

2.1 Current Traffic Volumes

The primary issue raised by the petitioners against the Charles Street extension was the possible increase in traffic volume on Charles Street. To address this question, 24 hour traffic volume counts were undertaken on streets in the area from 1986 to 1987 to provide baseline data for analysis of the impact of the Charles Street extension.

As shown in the attached Figure 2, the traffic volume on Charles Street between Kensington Avenue and Fell Avenue is approximately 115 vehicles in a 24 hour period. This extremely low volume of traffic on Charles Street is not only due to the lack of continuity of the street but also is related to the lack of direct access to Charles Street from abutting properties. As there are only four driveways from the properties to Charles Street, the majority of access is taken from the lanes north and south of Charles Street and not from Charles Street itself. Traffic volume in these lanes of 89 vehicles per day is almost as high as that on Charles Street (115 vehicles).

The traffic volume on Aubrey Street of 272 vehicles per day is higher than that of Charles Street partly due to use by Charles Street residents of Aubrey Street to access the north lane. If Charles Street was extended, Charles Street would be used to a greater degree by its residents to access the rear lanes and the traffic volume on Aubrey Street would be significantly reduced.

2.2 Traffic Impacts of the Extension

The impact of the extension on the volume of traffic on Charles Street can be determined through a comparison with similar streets in the area. Grant Street, as shown in Figure 2, provides the closest comparison in terms of function and land use to Charles Street (after the extension). Both Grant Street and Charles Street (after the extension) are local residential streets providing continuity between Kensington and Holdom Avenues and both streets parallel Kitchener Street at a distance of one block.

Despite its proximity to Kitchener Street, another local residential street carrying approximately 1300-1400 vehicles per day, daily traffic volume on Grant Street between Kensington and Fell Streets ranges from 250-300 vehicles (Figure 4 attached). It is therefore expected that traffic volumes on Charles Street extended to Fell Avenue would also fall in this range. Traffic volumes of this magnitude are normal for local residential streets in Burnaby and would have no appreciable impact on the safety and comfort of the residents of Charles Street.

3.0 TURNAROUND FACILITY

If Charles Street is not extended at this time, a turnaround facility will need to be provided to facilitate movement of local traffic and emergency vehicles. Ingress and egress on Charles Street is currently complicated by the following factors:

- (i) street length-at 330m (1,100 feet), Charles Street is almost double the desirable maximum length of a dead-end street. A cul-de-sac exceeding 150m (500 feet) is avoided where possible due to emergency vehicle access concerns.
- (ii) lack of turnaround facilities - Charles Street is currently dead-ended at its western end near Fell Avenue without a turnaround facility. In addition, there are only four private driveways on Charles Street between Kensington Avenue and Fell Avenue for vehicles to turn around.

Various designs of a cul-de-sac were prepared and reviewed, including both the circular and the hammerhead types, as shown in Figures 3 and 4 attached. Provision of either a circular or hammerhead cul-de-sac to current municipal standards however, would require road dedication from the subject property of an amount that would render the property incapable of subdivision due to lack of sufficient remaining lot area.

To respond to this concern, the alternative of a substandard turnaround facility was assessed. This turnaround would need to be a "hammerhead" design constructed in the Charles Street road allowance (Figure 4) together with a fire truck emergency access linking Fell Avenue with Charles Street. This design would permit subdivision of the property but would require a dedication of land additional to that required for the extension of Charles Street.

With regard to a turnaround facility, it is important to note that a turnaround is not a substitute for the extension of Charles Street. If Charles Street is not extended at this time, it would have to be provided by the developer in addition to dedicating the full Charles Street road allowance and providing the monies "In Trust" for the future construction of the road.

4.0 SUMMARY AND CONCLUSIONS

Unlike recently developed areas in the Municipality, the street layout of the North Burnaby area is based on a grid system. In residential areas the grid system tends to distribute local traffic relatively evenly over local residential streets with collector streets functioning to maintain access through the area. This

street pattern contrasts with more contemporary street layouts which rely on dead-ended local streets (i.e., culs-de-sac) to physically obstruct non-local traffic. The imposition of a single dead-ended street in a grid system however, compromises the effective operation of the grid in distributing traffic and forces other local streets to carry more vehicles than they would otherwise. From this perspective, where a grid system of local streets exists, it should not be undermined by perpetuating street closures for some residents of a neighbourhood which may result in higher traffic volumes for other residents. The subdivision application under consideration provides the opportunity to improve the operation of the grid system in this area without negatively affecting local residents.

This principle underlies the policy of the Municipality in requiring a street dedication to maintain the continuity of the grid system in serving local traffic. The Approving Officer will therefore be requiring a dedication for the extension of Charles Street regardless of whether or not the extension is actually constructed at this time. However, in this case, the extension of Charles Street concurrently with the development is expected to permit its use by current residents of the street without appreciably increasing traffic volume beyond that which is normal for a local residential street in a grid system.

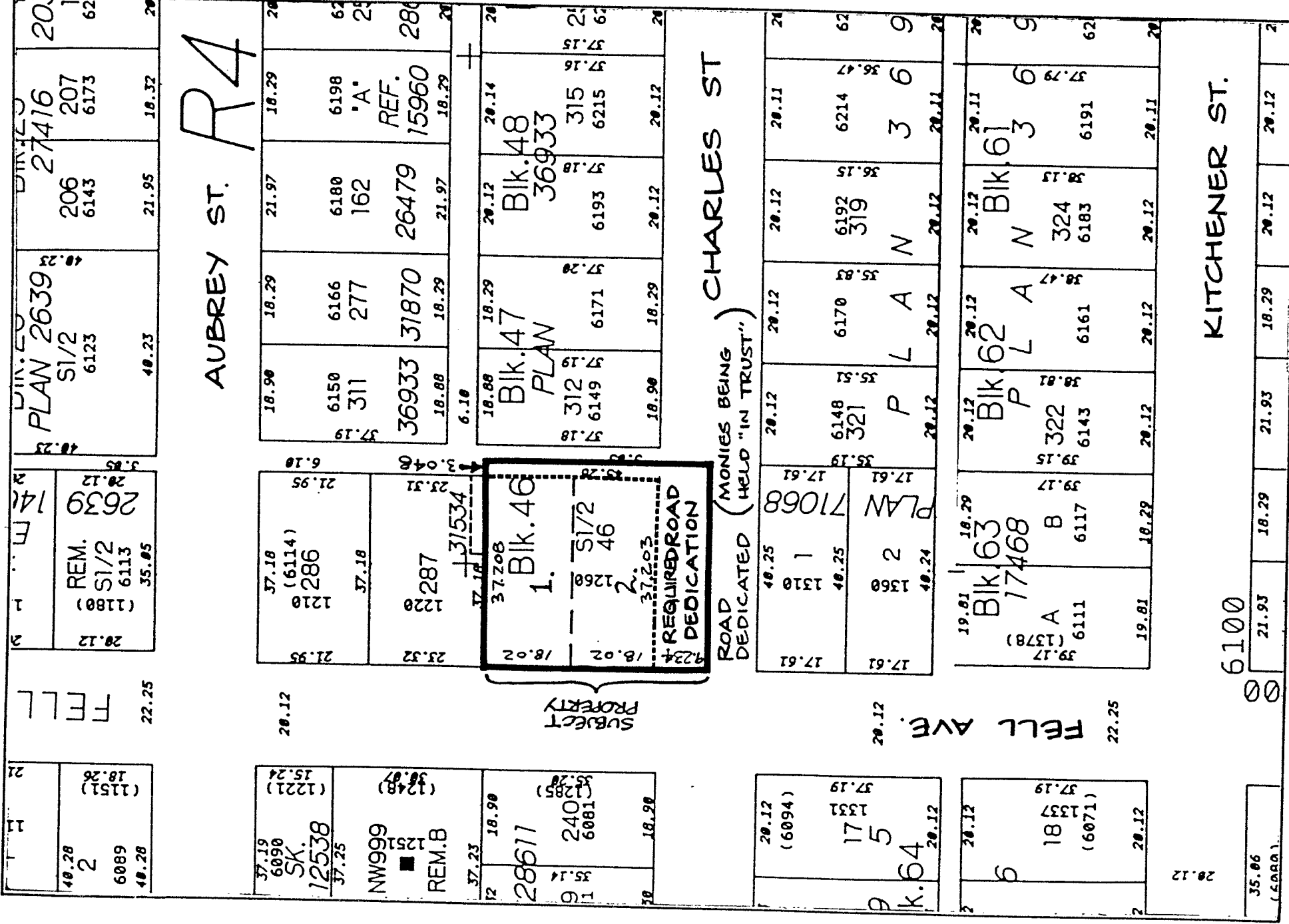
The alternative of not constructing the extension at this time and instead constructing a turnaround facility, could severely restrict the options for subdivision and development of the property. It is therefore recommended that the construction of Charles Street through to Fell Avenue be done in conjunction with development of the property at 1260 Fell Avenue.

Respectfully submitted,

Alderman R.G. Begin
Chairman

Alderman D.P. Drummond
Member

Alderman J.M. Sawicki
Member



AUBREY ST. R4

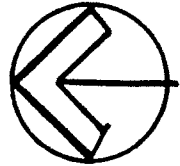
CHARLES ST
 (MONEYS BEING HELD "IN TRUST")

KITCHENER ST.

6100



Planning & Building Inspection Department



NORTH

1260 FELL AVENUE

PLAN SHOWING POSSIBLE
 SUBDIVISION AND REQUIRED
 ROAD DEDICATION

FIGURE 1

Date:

1989 OCT.

Scale:

1: 1000 m.

Drawn By:

RCN

Mayer William Copeland
Municipality of Burnaby
4949 Canada Way
Burnaby, B.C.

1000
1000

JUN 30 1988

MAYOR W. COPLAND

REASONS WHY CHARLES ST. SHOULD NOT GO THROUGH

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1. "Traffic will increase"

- a) Aubrey Elementary is a commuter school causing areas around including Charles St. to be busy enough.
- b) Safety of our children walking to and from school. Children have used Charles St. because it isn't so busy now! (Big concern - safety!!)
- c) Charles St. has a death crest at Dunlop, and near accidents happen often in that area. If the street goes through there will be more traffic, increasing high risk of more and most likely a tragic accident! Charles Hill between Dunlop and Holdom is virtually unusable during snow. It is not a bus route so is cleared last. - Houses on Holdom would be in danger the same as those at the end of Kitchener. (Parking on both side cause very limited visibility!)

- d) Between Feil and Kensington (Dead End Street) The people love their peace and quiet. (especially the older people) Most people bought their home because of this reason. Our children can play safely out the front and if the road goes through it will become busier and become a big headache! Also a lot of children walk to school this way because it is safe and not a through busy street. There is no reason why the street should go through. We are all happy the way it is now and all it will do is open up a big can of worms. Changing all our lives dramatically! (Put a park or walk way through) Think of our kids first!! We don't want another Kitchener St! Does one of our children have to die, to realize you've made a big mistake by putting our Charles St. through! We live on this street we know what is best. Please listen to us!!

Gerald Collett
5313 Charles St
Burnaby, B.C.

Colleen McKinnon
5016 Charles St
Burnaby, B.C.

CORRESPONDENCE AND PETITIONS
Regular Council Meeting
1986 July 21

Original to: CS

cc: ALP

ATTACHMENT B

MR. CARL PETERSEN 1260 Fell Avenue, Burnaby. 298-1851. V5B 3Y8



July 3, 1986.

Mayor and Council,
Municipality of Burnaby.

Attention: Mr. Lee Rankin

Re: Property at 1260 Fell Avenue (at Charles Street)

Dear Sirs:

I plan to sell my property and move into a retirement home. The best price I can obtain for my property seems to require a sub-division into more than one lot. However, the requirement to dedicate a road allowance of 33 feet by 132 feet as well as pay approximately \$20,000 to the municipality in order to create only 2 legal lots poses an impediment to realizing full value.

Moreover, I am concerned that making Charles a through street from Kensington to Fell may not serve the best interests and needs of the neighbouring property owners or the municipality.

Would it be possible to have this particular area studied with a view to another configuration? Perhaps by using a cul-de-sac design, we might achieve not only more agreeable use but also additional tax-paying property, and maintain the continued quiet and safe streets which neighbouring homeowners now enjoy.

Is it really necessary to open up Charles Street at Fell Avenue? A prior case history at Grant and Sperling respecting the former Lochdale Co-Op, now Peter's Market is an example of roadway allowance taken by the municipality for a road which was never put through, and in fact became land which was subsequently sold for a parking lot.

I hope you will consider reviewing the plans for Fell at Charles with this precedence setting example in mind. My 45 years as a Burnaby resident gives me hope that a reasonable amicable solution will be found.

As I plan to be overseas for two months starting July 10, I am appointing Mr. Gordon Mah of Jacobson Andersen Realty (298-5551) and my son Norman as my representatives to act on my behalf in my absence.

Yours sincerely,

Carl Petersen

Carl Petersen.

cc: Norman Petersen
Gordon Mah

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- (FOR REPORT)

FIGURE 2

TRAFFIC COUNTS (24 HRS.)

56

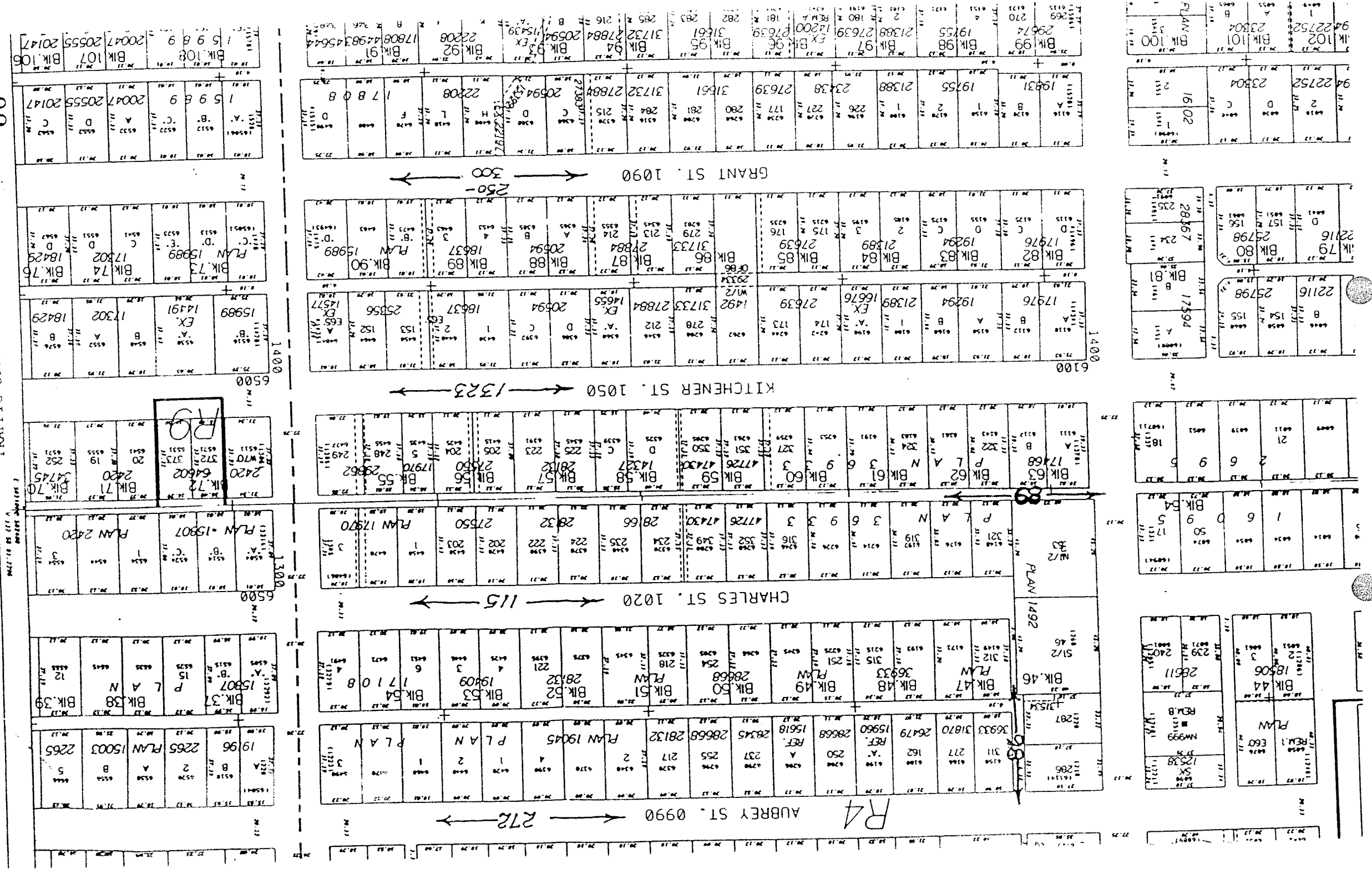
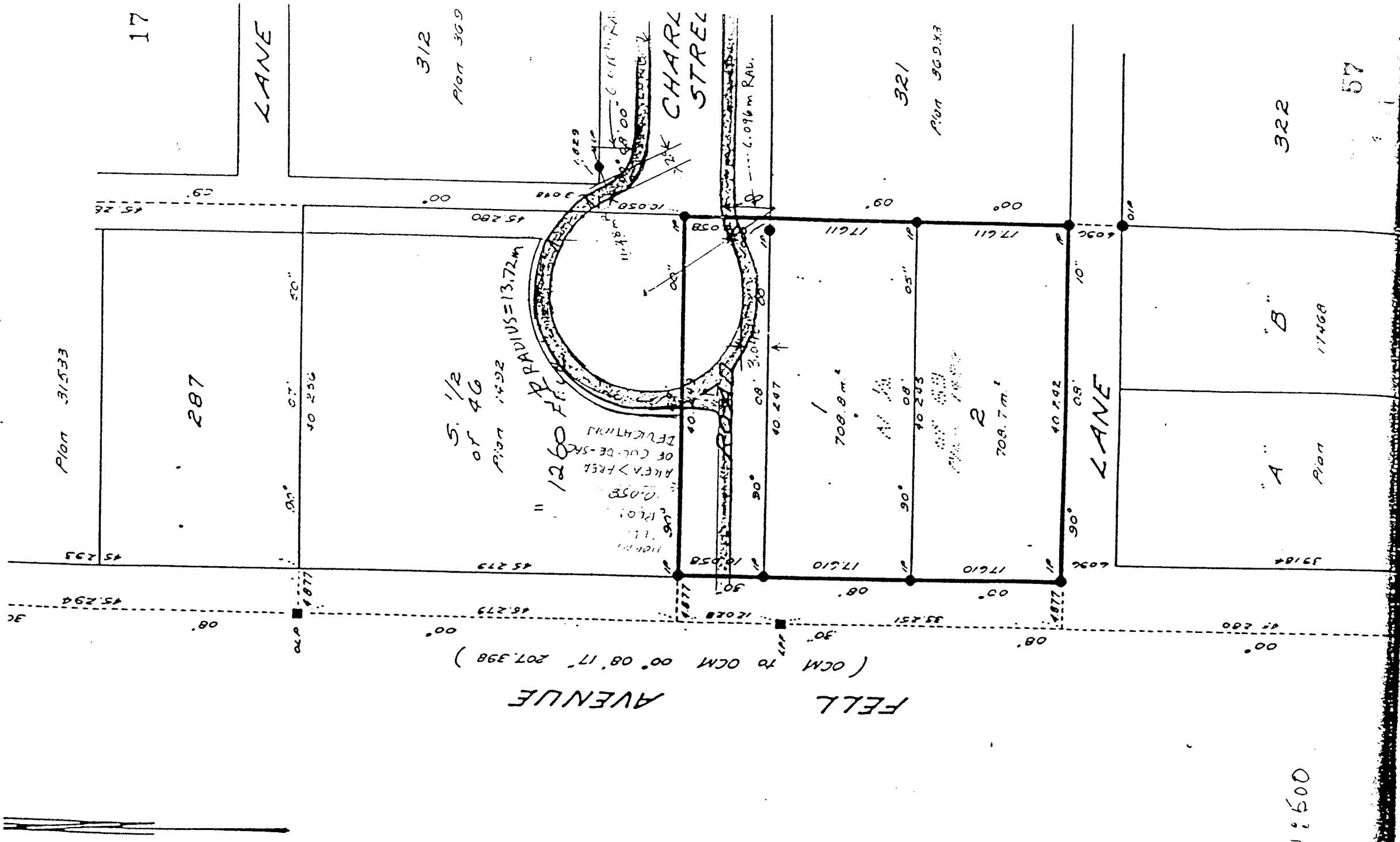
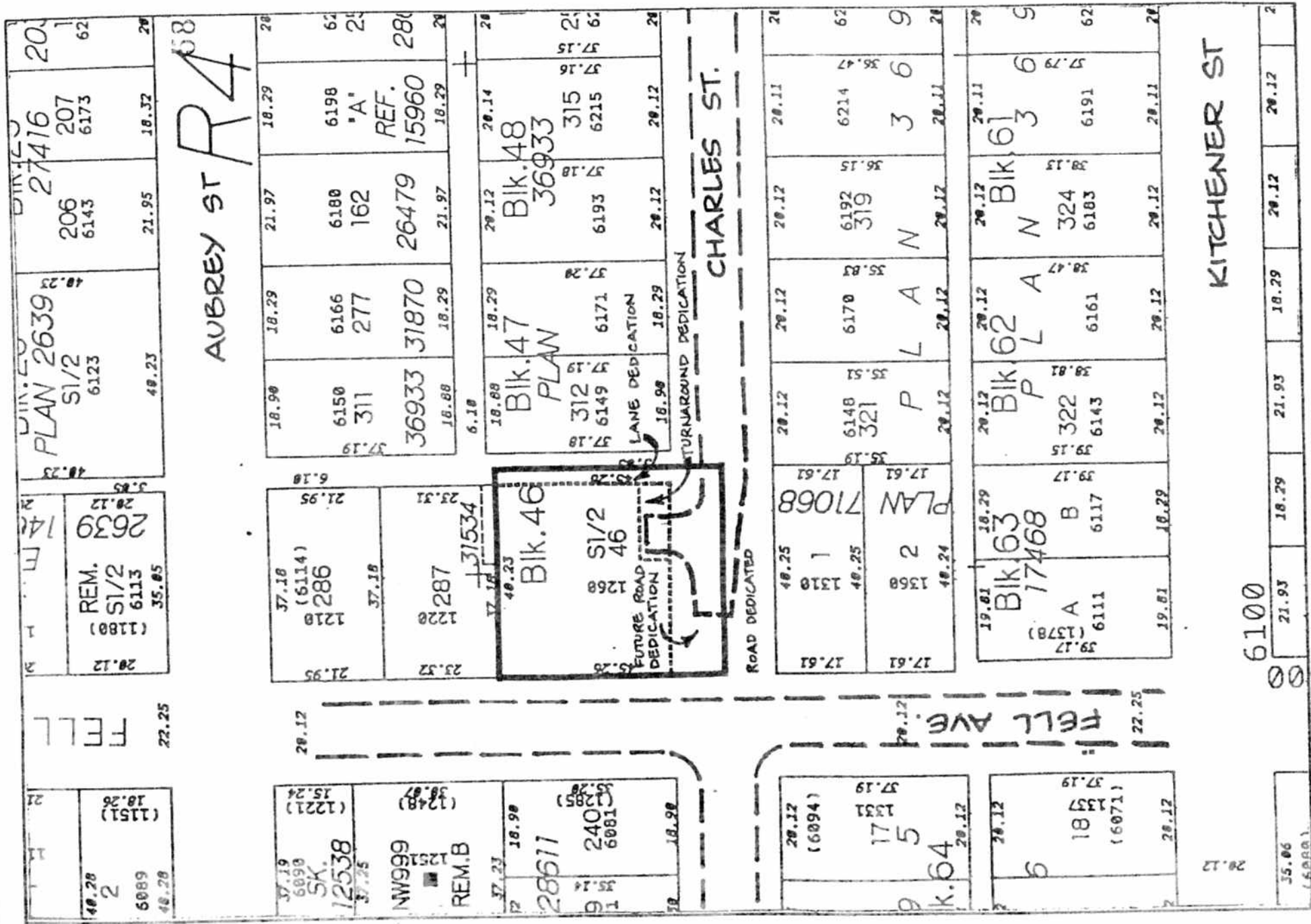


FIGURE 3
STANDARD CUL-DE-SAC



1:600

57



Planning & Building Inspection Department



NORTH

Date: 1989 OCT.

Scale: 1:1000m.

Drawn By: REN

SUBSTANDARD "HAMMERHEAD" TURNAROUND

FIGURE 4