

Re: TRIANGULAR AREA BOUNDED BY  
BOUNDARY AVENUE/CLYDESDALE/TRANS CANADA HIGHWAY  
(ITEM 7, REPORT NO. 44, JUNE 28, 1976)  
(ITEM 7, REPORT NO. 62, OCTOBER 4, 1976)

ITEM	13
MANAGER'S REPORT NO.	1
COUNCIL MEETING	Jan. 10/77

Following is a report from the Director of Planning regarding the subject triangle of land.

RECOMMENDATION:

1. THAT a copy of this report be sent to all of the residents and property owners in the area referred to in the report.

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PLANNING DEPARTMENT  
JANUARY 4, 1977

TO: MUNICIPAL MANAGER  
FROM: DIRECTOR OF PLANNING  
SUBJECT: TRIANGULAR AREA BOUNDED BY  
BOUNDARY AVENUE/CLYDESDALE/TRANS CANADA HIGHWAY

The following is a progress report to inform members of Council of developments that have taken place to date on the subject area.

Council was informed at its meeting of October 4, 1976 that the Director of Planning had corresponded with the various provincial and federal departments and agencies giving them information on the subject area and requesting their advice on the appropriate procedure to be followed by the municipality in making formal application for funding to acquire and redevelop the area.


Following that report meetings were held between the Municipality and the British Columbia Development Corporation in order to pursue the possibility of shared Provincial/Municipal development of the land.

It had been anticipated that the subject would be presented by B.C. Development Corporation staff to the October 29 meeting of the B.C. Development Corporation's Board. However for various reasons it was not presented at that time and on December 2, 1976 on the occasion of the Special Cabinet meeting held in Burnaby, Mayor Constable, Alderman Lawson, and the Municipal Manager were able to meet with the Hon. D. Phillips, Minister in charge of the B.C. Development Corporation, and the Hon. Alex Fraser, Minister of Highways, with reference to Provincial Government consideration of the matter. At that time it was agreed that the Municipality would furnish the Hon. Mr. Phillips, as Chairman of the Board, with an information package giving particulars of the problem that exists in the area and related site specific data.

The requested material was forwarded to Mr. Phillips by the Municipal Manager on December 17, 1976 (copy attached for information), and we have been advised by the Minister that the information has been forwarded to Mr. Donald A. Duguid, President of the B.C. Development Corporation, and that Mr. Phillips looks forward to having the matter discussed at a future Board meeting.

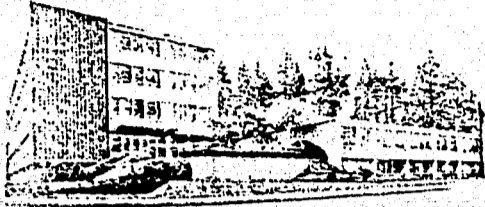
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Your staff will be continuing to work with representative of the British Columbia Development Corporation and hope to advise Council of the outcome of the Board's consideration at an early date.

  
A. L. Parr,  
DIRECTOR OF PLANNING.

DGS:cm  
Attach.

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Office of the Manager

## THE CORPORATION OF THE DISTRICT OF BURNABY

MUNICIPAL HALL  
4949 CANADA WAY  
BURNABY B.C. V5G 1M2  
294-7110

December 17, 1976.

The Honourable Don Phillips,  
Chairman,  
Board of B. C. Development Corporation,  
200 Granville Street,  
Vancouver, B. C.

Dear Sir:

Re: Boundary Avenue/Clydesdale/Trans Canada Highway Area  
Burnaby, B. C.

You will recall that Mayor Constable, Alderman Lawson and myself met very briefly with The Honourable Alex Fraser and yourself regarding the above on the afternoon of Thursday, December 2, 1976 while the Cabinet was meeting at B.C.I.T. in Burnaby.

We would like to express our appreciation to both you and The Honourable Mr. Fraser for taking the time to meet with us on this very important subject, especially when you had such a busy agenda in front of you.

At the time you asked that I forward additional information to you so that you could assess the situation. In this connection, I am attaching a copy of some information material which has been prepared by our Planning Department which you can use in your assessment. Should you desire additional information, please advise.

We feel quite strongly that if the freeway network had continued as originally planned, this triangle of land that has been isolated by highways, would not exist as it would have been taken up in right-of-way, or what little of it that was not taken up in right-of-way would have been acquired because it would have been totally isolated. We therefore feel that the Province has a responsibility in assisting with the redevelopment of the area. We request that the B. C. Development Corporation proceed to assemble the lands in the area, and the Province finance whatever short fall might result from the redevelopment involved.

At the time of our meeting on this subject, you asked that I write to you as Chairman of the Board of the B. C. Development Corporation, and that you would have the matter considered by the Board at its December meeting if you received the material in time.

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We appreciate the time that you have taken to review this problem, and we look forward to hearing from you at your earliest convenience.

Yours truly,

*Melvin J. Shelley*  
Melvin J. Shelley,  
MUNICIPAL MANAGER

- c.c. Mayor Constable
- The Honourable Alex Fraser, Minister of Highways and Public Works
- b.c. Municipal Treasurer
- Director of Planning
- Municipal Engineer
- of Land Agent

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BOUNDARY AVENUE/CLYDESDALE/TRANS CANADA HIGHWAY AREA  
BURNABY, B.C.

INFORMATION MATERIAL  
FOR  
THE BRITISH COLUMBIA DEVELOPMENT CORPORATION

DECEMBER 1976

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BOUNDARY AVENUE/CLYDESDALE/TRANS CANADA HIGHWAY AREA

BACKGROUND

The triangular area bounded by Boundary Road, the Freeway and Clydesdale Street has been the subject of a number of land use and development proposals in the past. Originally included as a part of the designated medium density apartment area between Canada Way and the Freeway in the Apartment Study, this triangular sector was subsequently deleted from the Community Plan of June 1, 1971. This was primarily due to the projected freeway interchange system at Clydesdale Street and Boundary Road and the fact that the interchange system and the future road connections had not yet been determined in detail.

A proposal was advanced for rezoning the subject area to the C4 (Service Commercial) District category in September, 1971, for motor hotel, auto court and motel development (R.Z. Ref. #52/71). Subsequently, however, this application was turned down by the Department of Highways owing to the traffic generating character of the proposed use and its anticipated effect on the bounding arterial streets.

The Council, on November 1, 1971, approved for further consideration the rezoning of the area to M5 (Light Industrial), a proposal which was then advanced to a public hearing and given two readings. The related by-law was abandoned by the Council on April 2, 1973, following another rezoning application for a motor hotel development (R.Z. Ref. #67/72). However, this rezoning proposal was withdrawn by the applicant on May 2, 1974.

Subsequently, in response to strong concern registered by land owners in the subject area, the Council on May 10, 1976 adopted the following resolution:

"WHEREAS previous Municipal Councils of The Corporation of the District of Burnaby have considered numerous rezoning applications for the triangle of land bounded by Boundary Road, 401 Freeway and Clydesdale Street; and

WHEREAS this triangle of land is bounded by three major arterial streets; and

WHEREAS these arterial streets were created by senior governments;

THEREFORE BE IT RESOLVED that the Burnaby Municipal Council set up a meeting with the Provincial Government to discuss ways and means of the Municipality purchasing the said triangle for municipal purposes; and further, that the pertinent information in respect to land values, ownership and what the land could be used for be brought forward in a report of the Municipal Manager."

On June 28, 1976 the following motions were adopted by Council in 135 connection with this subject:

- "1. THAT the Council authorize the making of an application by the Corporation to the appropriate departments or agencies of Senior Governments (e.g. the B.C. Development Corporation) for funding to acquire and redevelop the triangular area bounded by Boundary Road, 401 Freeway and Clydesdale Street, with the understanding that submission of such an application is not intended or to be interpreted as a firm commitment on the part of Council to proceed with acquisition and redevelopment at this time; and
2. THAT the Council give approval in principle to the designation of the subject area for future M5 (Light Industrial) District development; and
3. THAT a copy of this report be sent to all of the residents and property owners in the subject area."

In pursuing the direction given in (1) above, staff communicated with various Provincial and Federal Departments and Agencies, giving them information on the subject area and asking for advice on the appropriate procedure to be followed by the municipality in making a formal application for funding to acquire and redevelop the area.

Replies were received from:

Mr. R.H. Marshall  
Director General, British Columbia  
Department of Regional Economic Expansion

Mr. J. Nicholls  
Assistant Regional Director  
Central Mortgage and Housing Corporation

Hon. D. Phillips  
Minister of Agriculture and Economic Development

Mr. D.A. Duguid  
President  
British Columbia Development Corporation

Mr. H.F. Sturrock  
Deputy Minister  
Department of Highways

From these replies it has been concluded that the only possible agency which may be able to assist the Municipality is the British Columbia Development Corporation which in the words of the Minister "...has been given special responsibility for coordination and assistance with respect to industrial land development within the Province of British Columbia..."

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The Minister referred the matter to Mr. Donald Duguid, President of the British Columbia Development Corporation as a result of which Mr. K. Chauncey contacted the Municipality and entered into discussions regarding the disposition of the lands in question.

Following discussion between Mr. Chauncey on behalf of the British Columbia Development Corporation and Burnaby's Director of Planning, October 12, 1976, it was agreed that Mr. Chauncey would place the Municipality's request for funding to acquire and redevelop the subject area before the Corporation's Board at their meeting on October 29, 1976.

However, we understand that for various reasons this material did not go to the Board or to the Executive Committee at that time and we are therefore advancing this material for your early consideration.

#### THE AREA DEFINED

The area of interest is indicated on Map 1, attached, which shows the boundaries of a small triangular residential enclave bounded by Boundary Avenue on the west, the Trans Canada Highway on the north-east, and the Clydesdale Street freeway access route on the south, isolated by the latter access route from the larger residential area to the south with which the study area has been historically associated.

#### LAND USE CONSIDERATIONS

Present development is single family residential, which reflects the current R5 zoning designation. There are also a number of vacant properties.

The small and isolated character of the subject area, which is surrounded by major arterial traffic routes, places definite limitations on the types of land uses that could be reasonably considered for its future redevelopment. The isolation of the area and the noise factor make it, in our opinion, unsuitable for any form of housing, as well as institutional uses involving the provision of accommodation (i.e. rest homes, private hospitals, children's institutions, etc.).



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The problems of increasing traffic volumes and accessibility would become even more critical if the area were to be occupied by such uses as hotels, motels, auto courts or neighbourhood public houses. Similar results could be anticipated from other types of commercial development, particularly retail outlets that would attract large amount of vehicular traffic.

Industry would, as a general rule, generate considerably less traffic than a high density residential or auto-oriented commercial development. Further, the adjoining section of Vancouver is industrially zoned and the Myrtle Street area on the north side of the Freeway has been proposed for future industrial use.

The location of the area in relation to major traffic routes and other land uses would suggest a need for good quality development with high screening and landscaping standards and the avoidance of outside storage type operations. This could be best accomplished by the M5 (Light Industrial) zoning category. Municipal ownership of the land would provide an additional control with respect to the designation of actual sites, their sale of prospective developers, and in determining the specific industrial uses that would locate in the area. These should be of a low traffic generating character i.e. (research laboratories, storage buildings, regionally oriented offices which have little contact with the public, etc.).

LAND VALUES AND OWNERSHIP

The attached Map 1 indicates the properties within the study area that are held in private ownership, those owned by the Corporation of the District of Burnaby, and those owned by the Provincial Department of Highways. Also shown is an indication of vacant versus developed properties, existing zoning, and existing services which abut and serve the area (Maps 2, 3 and 4 respectively).

Map 5 indicates in a general way the land in the vicinity of the subject enclave which is developed for industrial use and areas which have been designated for industrial redevelopment. An estimate of land value for serviced M5 zoned industrial sites in the Myrtle Street/Regent Street area north of the Freeway is in the order of \$3.25 to \$3.30 per square foot; the rather low values in that area reflect soil conditions which are poor in spots, and the restricted business exposure of that area, relative to sites within the subject study area south of the Freeway.

Map 6 illustrates the study area in relation to the major road system as it exists abutting the area.

Attached as Table I is a list of property owners of the lots which comprise the study area, as obtained from Assessment Authority records, together with the year of purchase in the case of present private owners.

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The subject site covers an area of approximately 5.90 acres. Current assessed values (1976) include:

Land	\$150,795
Improvements	\$221,760
<b>Total</b>	<b>\$372,555</b>

The Lands Department as of June 1976 estimates the total cost of acquiring the area at \$1,305,000, based on an average value figure of \$7.82 per square foot. A breakdown of ownership and estimated values is shown below.

Corporation	2 properties	0.34 acres	
Dept. of Highways	7 properties	0.71 acres (30,927 sq.ft.)	\$ 242,000
Private	20 properties	3.12 acres (135,907 sq.ft.)	\$1,063,000
Roads and Lanes		1.73 acres	
<b>Totals</b>		<b>5.90 acres</b>	<b>\$1,305,000</b>

The Lands Department projects that a recovery figure of approximately \$1,156,668 (257,037.5 square feet at \$4.50 per square foot) would be realized from the sale of the area by the Corporation, based on a future M5 Industrial District designation. It will be noted that this recovery figure, which does not take account of any servicing costs, is somewhat lower than the estimated cost of acquisition. Further, any delay in rezoning caused by the Department of Highways could be an added holding cost after acquisition.

LAND USE CONCLUSIONS

The problems that have been experienced by property owners in this area relate to its isolation from the services, amenities, and social environment associated with the larger residential area of which this sub-area was once a part. Particular concerns entail the apparent reduced re-sale value of residential properties in the area resulting from the reduced attractiveness of the location for residential occupancy, the evident diminishing standards of maintenance of private properties in the area reflecting resident's concerns and lack of identity with any real goals for community improvement, the lack of an identifiable neighbourhood focus or an affinity with other residential development, and the hazard and inconvenience associated with residents of the area physically crossing the busy streets abutting the area in order to access schools, parks, convenience shops, and other urban services.

As described in the foregoing, the realities of the situation make it inappropriate to consider future redevelopment of this area for residential purposes.

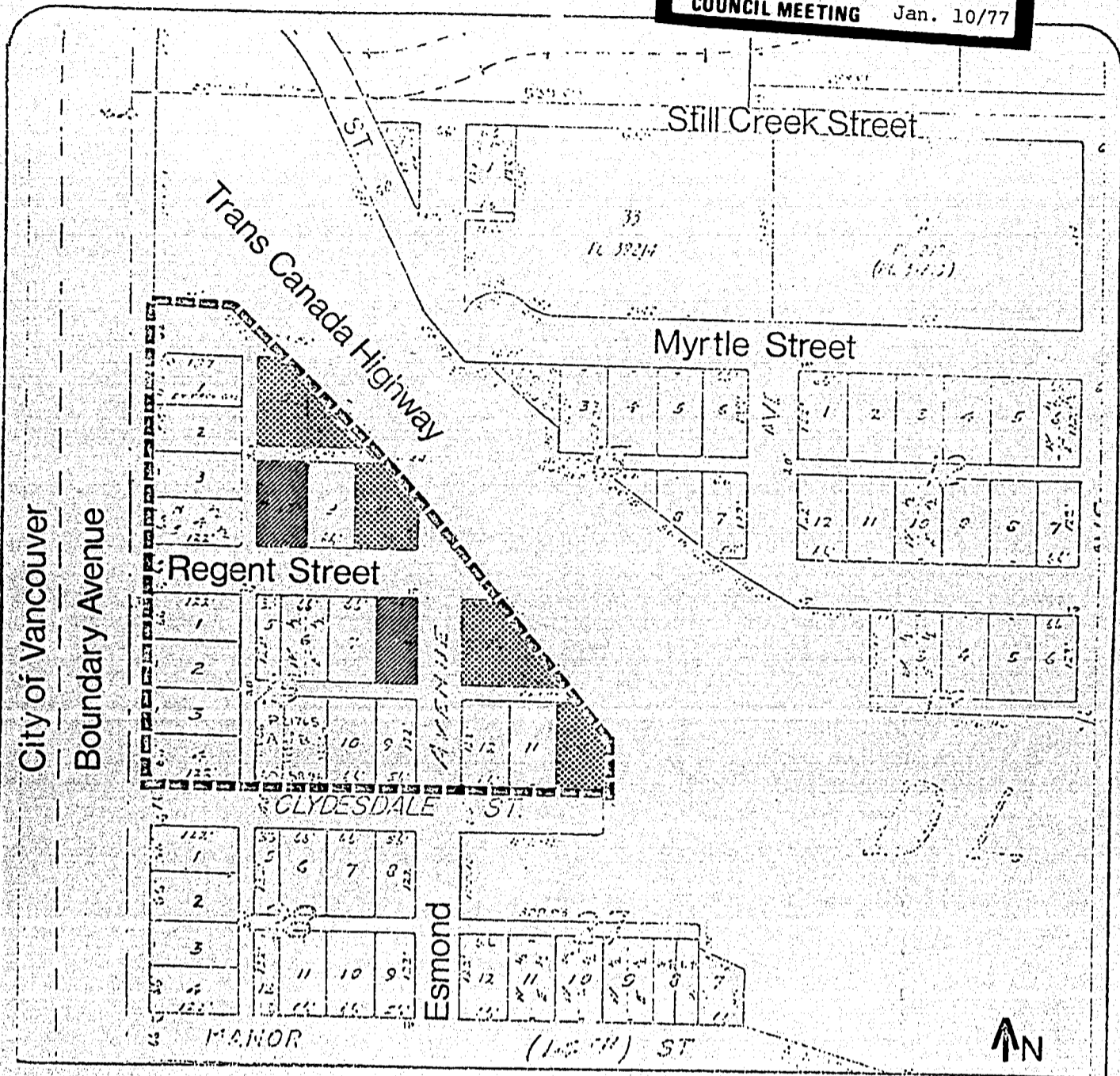
Accordingly the conclusion reached by Council to designate the area for future M5 (Light Industrial) District development is justified on planning grounds, and the Municipality is seeking ways and means of obtaining the assistance in securing funding to acquire and redevelop the area.

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We trust that the foregoing explanatory material together with attachments will assist members of the Board in considering the Municipality's request and providing its financial assistance to make possible the relocation of the residents of this area and redevelopment for an industrial use more compatible with the bounding traffic arterials.

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Date  
 15 Dec. 1976

Scale  
 1" = 200'

Drawn By  
 db

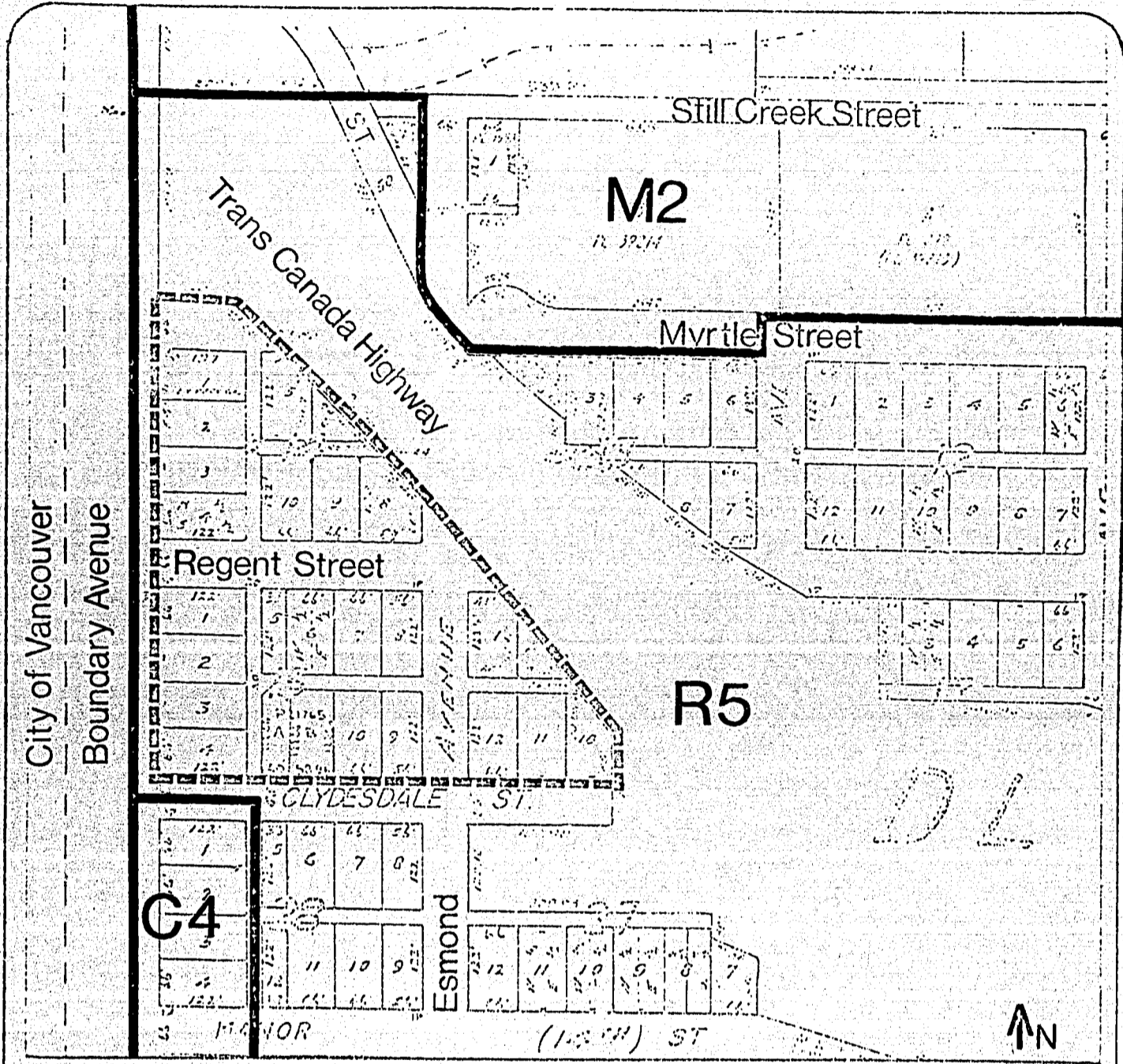
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**OWNERSHIP**  
 [White Box] Private  
 [Diagonal Lines Box] Corporation  
 [Cross-hatched Box] Dept. of Highways



Map1

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Date  
 15 Dec. 1976

Scale  
 1" = 200'

Drawn By  
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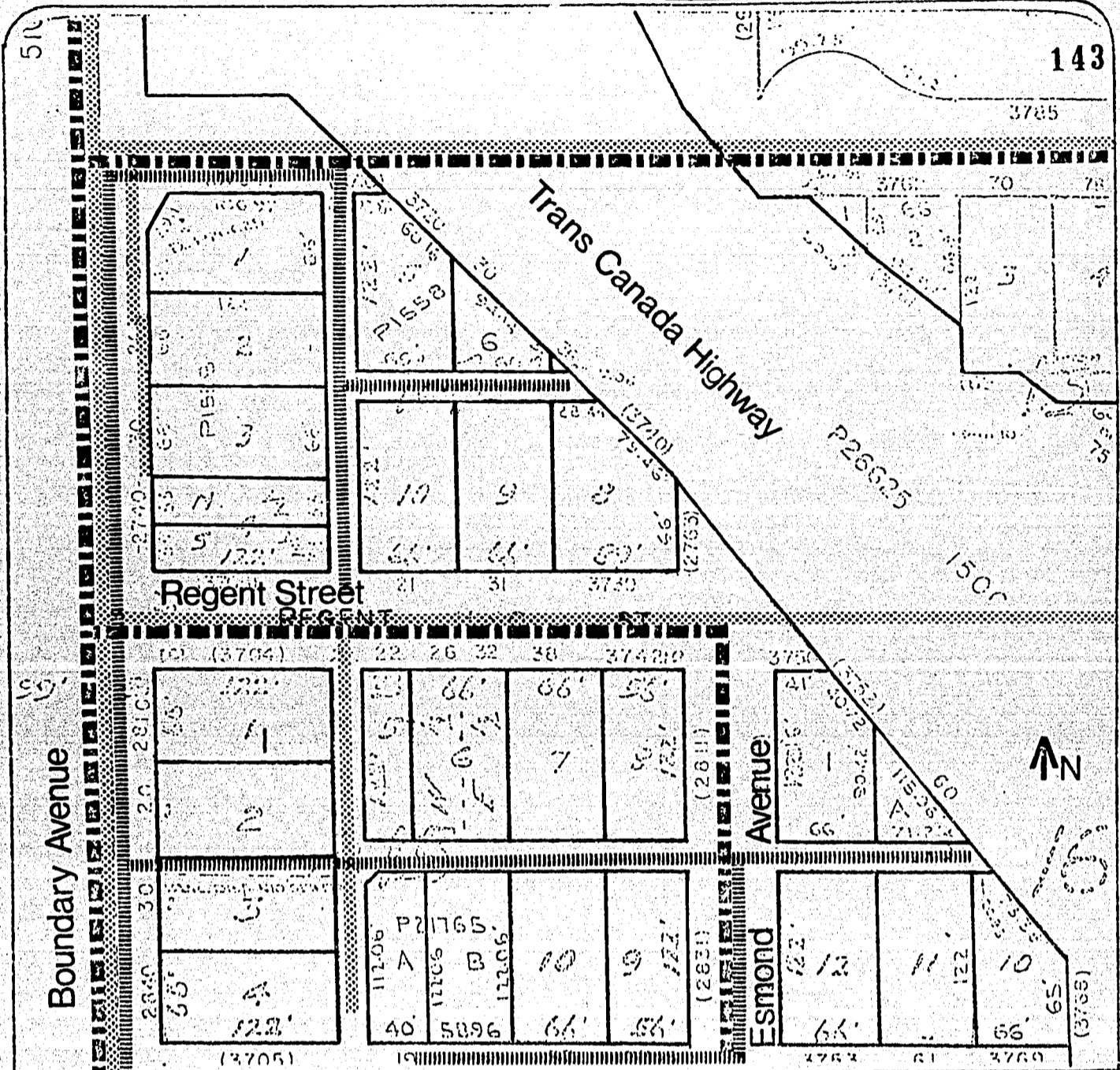
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**CURRENT ZONING**  
**R5**

Map 3



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Date  
 15 Dec. 1976

Scale  
 1" = 100'

Drawn By  
 db

**EXISTING SERVICES**

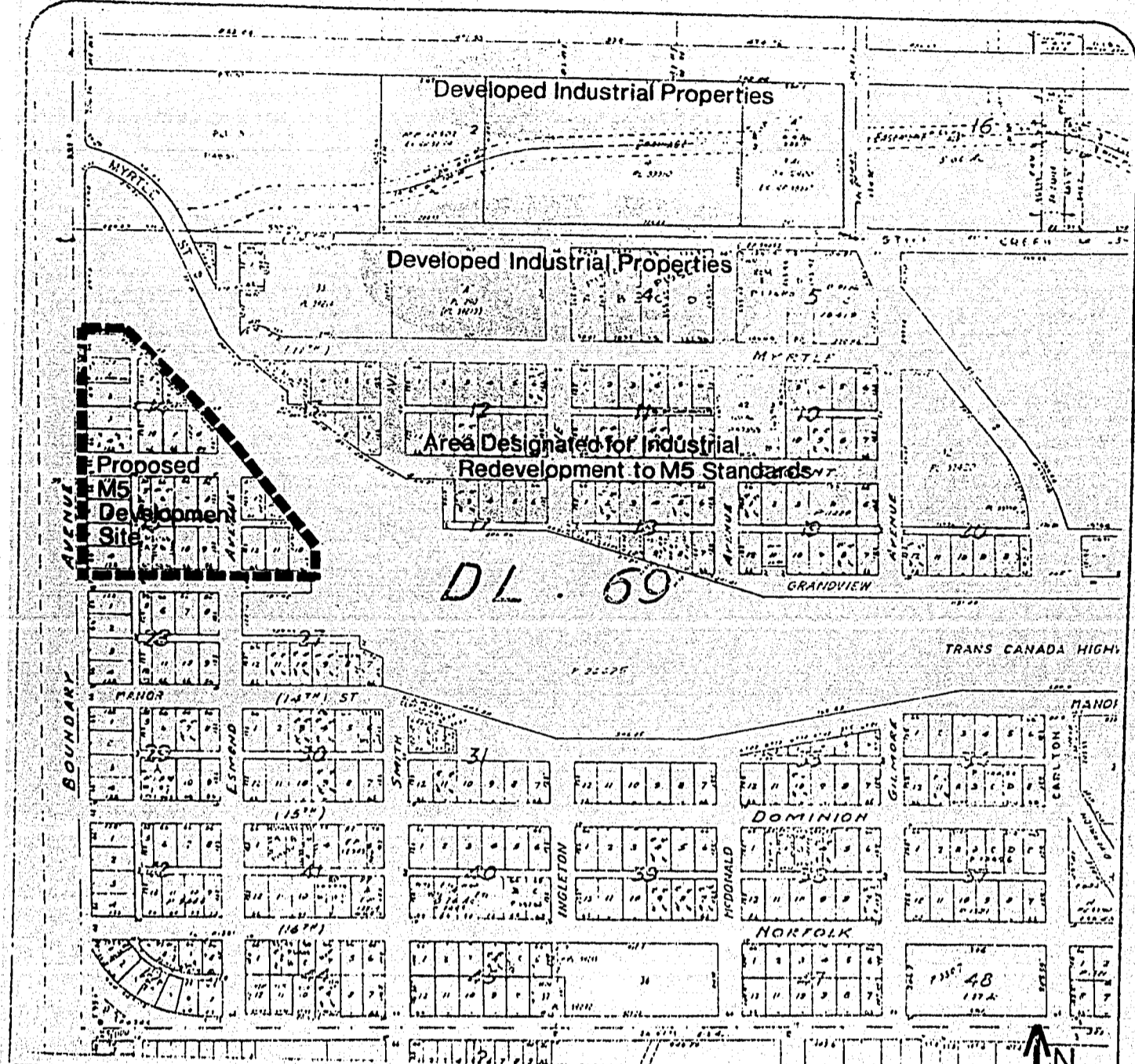
- Gas
- Water
- Sanitary

Burnaby Planning Department



Map 4

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Date  
 15 Dec. 1976

Scale  
 1" = 400'

Drawn By  
 db

Burnaby Planning Department

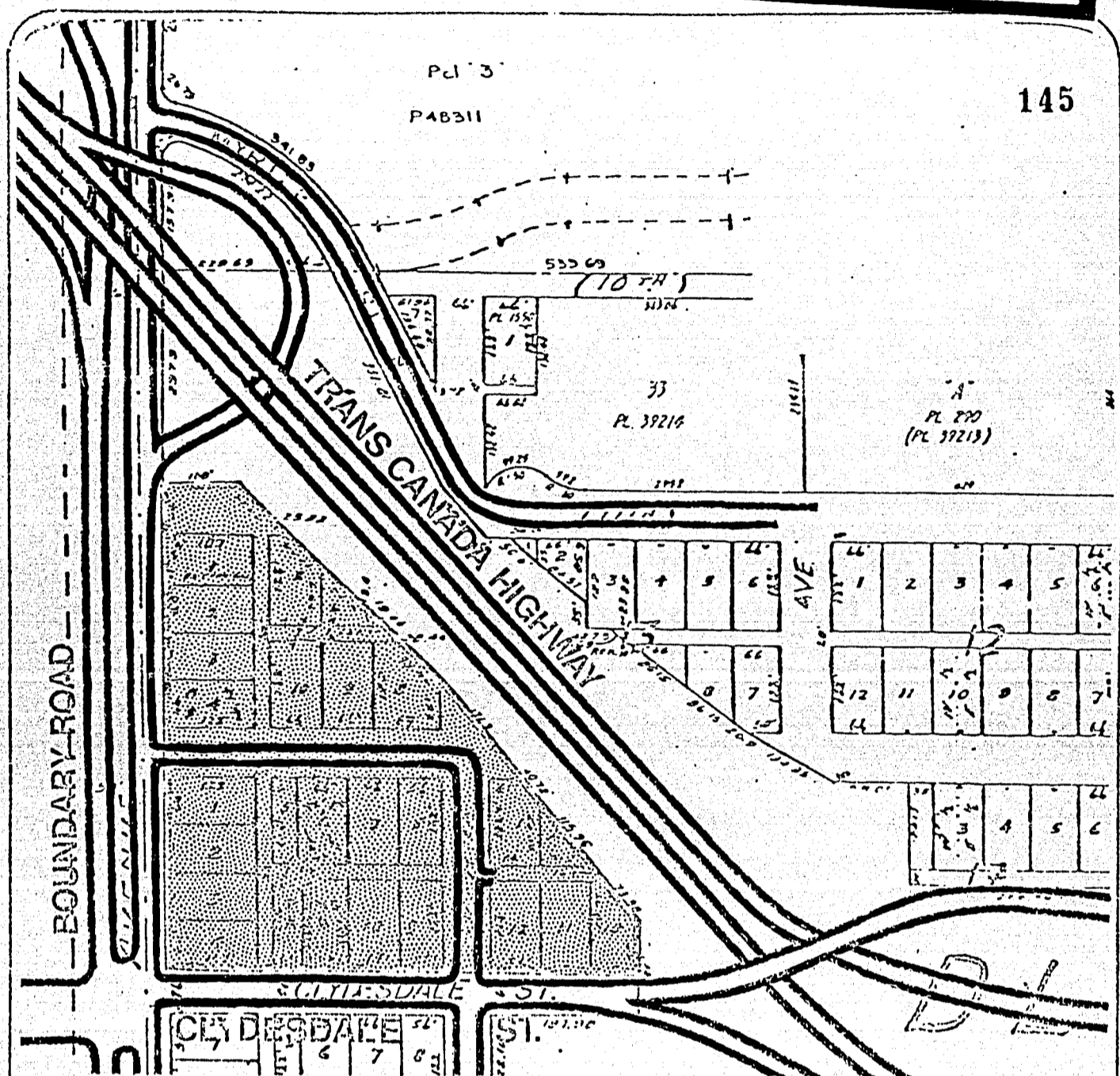
SURROUNDING AREA

Areas for existing and proposed  
 Industrial Development

Map 5

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Date  
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Scale  
 1" = 200'

Drawn By  
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Burnaby Planning Department

**EXISTING HIGHWAY INTERCHANGE**

Map 6