

ITEM 12  
MANAGER'S REPORT NO. 14  
COUNCIL MEETING 86/02/24

RE: PROPERTIES AT SOUTH-WEST CORNER OF ROYAL OAK AVENUE AND DOVER STREET  
METROTOWN AREA 5 - CROSS REFERENCE; REZONING REFERENCE NO. 103/85  
(5080 DOVER STREET) - TRAIL STUDY AND PARKS STUDY

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Director Planning & Building Inspection be adopted.

\* \* \* \* \*

TO: MUNICIPAL MANAGER 1986 February 20

FROM: DIRECTOR PLANNING & BUILDING INSPECTION OUR FILE: 15.312.1

SUBJECT: PROPERTIES AT THE SOUTH-WEST CORNER OF  
ROYAL OAK AVENUE AND DOVER STREET - METROTOWN AREA 5  
CROSS REFERENCES: REZONING REFERENCE #103/85 (5080 DOVER STREET),  
TRAIL STUDY AND PARKS STUDY (ATTACHED SKETCHES 1, 2, 3 AND 4)

RECOMMENDATION:

1. THAT a copy of this report be sent to the affected eleven (11) properties owners at 5146, 5126, 5116, 5106, 5100, 5090 and 5080 Dover Street; and at 6011, 6037, 6061 and 6071 Royal Oak Avenue.

**R E P O R T**

**1.0 INTRODUCTION AND SUMMARY**

A rezoning application submitted by Mirko and Nada Fajfar for the lot at 5080 Dover Street (R.Z. #103/85) requesting rezoning from the R4 Residential District to the R9 Residential District, was considered by Council on 1986 January 20. The rezoning report outlined the recommendation that Council not give favourable consideration to the rezoning request for the reasons outlined in that report. Council at that time referred the matter to staff to bring forward further information on the trail/park system in the area of the rezoning.

This department was also requested to respond to an item of correspondence and petition, signed by nine (9) residents, received by Council at its meeting of 1986 February 10. The petition preamble expresses opposition to possible park expansion in the area and promotes the rezoning of the subject area of eleven (11) properties to the R9 Residential District or RM2 Multiple Family Residential District.

The area is seen as accommodating a major trail link between Metrotown and Deer Lake Park. The area is an integral part of the proposed Metrotown public open space network and provides a key public open space focus at the Royal Oak Avenue and Dover Street intersection acting as a gateway to Metrotown. The eventual achievement of this open space focus will assist in meeting long range objectives towards the creation of a strong, integrated Metrotown planned according to an overall identifiable framework or master plan.

Within this context, it is considered inappropriate to rezone the property at 5080 Dover Street (R.Z. #103/85) and other properties which may be the subject of future rezoning applications to permit further subdivision and single-family development under the R9 zoning district. The long range land assembly of these properties by the Municipality should continue to be protected and initiatives which could substantially increase the acquisition costs of these properties should not be supported. The suggestion to rezone this isolated area to the RM2 Multiple Family Residential District is clearly unsupportable relative to Municipal development policies and adopted Community Plans.

It is considered appropriate that the status quo as represented by the currently applicable R4 Residential District be maintained. Properties in the area could continue to be purchased or sold on the private market in accordance with their current uses. The Municipality would not intend to actively pursue the acquisition of properties. However, if an owner finds that he is unable to sell his property privately, it is proposed that the Municipality negotiate for the purchase of the property at market value for its intended long range Metrotown public open space purposes and to complement the proposed primary trail in this area.

In light of this report, Rezoning Reference #103/85 [Manager's Report No. 4, Item 12 (17), Council Meeting 1986 January 20] will be brought forward for consideration at the next meeting of Council.

This is for the information of Council.

## 2.0 APPLICABLE PARK/TRAIL POLICIES

### 2.1 METROTOWN OPEN SPACE NETWORK

The subject twelve (12) single family lots (in one instance, one dwelling straddles two lots) south of Dover Street and west of Royal Oak Avenue, which abut the Marlborough Elementary School site to the south and west, have been included as an integral part of the proposed Metrotown public open space network as outlined in the policy document "Burnaby Metrotown - A Development Plan" adopted in 1978 February. The open space concept called for the provision of a strong continuous pedestrian connection from Central Park to Deer Lake Park requiring an open space linkage through the Royal Oak (Columbia College)/Marlborough School site block between Nelson Avenue and Royal Oak Avenue. The southwest corner of the Royal Oak Avenue and Dover Street intersection is a key public open space focus acting as a gateway in to and out of the Metrotown area particularly as it relates to the Deer Lake Park area which will be developed as one of the major recreational resources for Metrotown residents and users. This is the remaining opportunity to create a pleasing entry area along this eastern edge of Metrotown similar in character but on a much smaller scale to the Central Park interface at Boundary Road which includes the unique BC Tel building in its park-like setting. Sketch #3 illustrates the relationships of the primary public open space elements within the Metrotown precinct.

The Metrotown Public Open Space charge has been established to provide for the provision of key public open spaces within Metrotown outside of the general Park Acquisition program. Eventually 3 or 4 major public open spaces will be able to be acquired through the Metrotown Public Open Space Charge funds. The south-west corner of Royal Oak Avenue and Dover Street is considered to be one of these key public open spaces.

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## 2.2 BURNABY TRAIL STUDY

The Burnaby Trail Study, a major policy document, was adopted by the Parks & Recreation Commission and by Council. This Study outlines a three level trail system composed of 21 primary, 12 secondary, and 11 tertiary trail routes. Sketch #1 illustrates the Municipality's primary trail system. The main trail in this area follows the Nelson Avenue axis, then turns eastward along the south side of Dover Street to Royal Oak Avenue splitting into two after crossing Royal Oak Avenue at a signalized intersection - one trail turning south towards Deer Lake and the other trail following the Oakland Street alignment eastward. In constructing the Oakland/Burriss connector into Dover (see Sketch #4), a pleasing public landscaped area has been provided on the east side of Royal Oak Avenue and illustrates the opportunity for a widened park/trail development that could be taken advantage of and continued on the west side at this intersection commensurate with the importance of this particular trail linkage.

The primary trail development is intended to accommodate not only pedestrians but also cyclists. Sketch #2, excerpted from the Burnaby Trail Study, identifies major Municipal focal points. This sketch illustrates the importance of the proposed park/trail along the south side of Dover in linking two strong groupings of focal points. The west grouping is related to Metrotown with Central Park, BC Parkway, Bonsor Park and the developing pedestrian-oriented regional shopping focus. The east grouping is related to the Deer Lake Park area with the upland Oakalla area, Deer Lake itself, the beach and pavilion area, Heritage Village, Century Gardens, the Burnaby Art Gallery and the civic centre.

## 2.3 PARK/TRAIL SUMMARY

The preceding material, which relates the subject lots under discussion with the Metrotown open space network and the Burnaby Trail Study, emphasizes the importance of protecting proposed park/trail linkages and public open space options in this area. The eventual acquisition of the 11 remaining privately-owned properties south of Dover Street by the Municipality would be appropriate within this context utilizing Metrotown Public Open Space Charge funds. The properties are considered a long range land assembly initiative.

## 3.0 RESIDENT PETITION

A petition has been signed by owner/residents representing 9 of the 11 subject properties (12 lots). Two of the petition signers may be recent owners or tenants.

The suggestion that this 1.7 acre area be zoned to the RM2 Multiple Family Residential District could not be supported. This is a small, isolated area of single-family dwellings on the extreme north-eastern edge of Metrotown which has not been considered for multiple-family dwellings relative to Municipal development policies and adopted Community Plan areas. This area is most closely attuned to the existing, stable R4 primarily single-family dwelling areas directly north of Dover Street and east of Royal Oak Avenue, and the school playground and playfield areas directly to the south. The park/trail linkage towards the north-east into the Deer Lake Park (Oakalla) area is a future development, although the open space continuity is evident even at the present time.

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In addition to the R9 rezoning application (RZ #103/85) currently under consideration, as many as 5 other lots in this area could possibly be brought forward by interested owners at a future date requesting R9 rezoning. In view of the information on trail and public open space policies outlined in Section 2.0 of this report, the Planning and Building Inspection Department concludes that it would be inappropriate to rezone the property at 5080 Dover Street (RZ 103/85) and other properties in the area which may be the subject of future rezoning applications to permit further subdivision and single-family development under the R9 zoning district. Allowing such development of the subject properties will frustrate the outlined public open space objectives by substantially increasing the acquisition costs of these properties for these purposes.

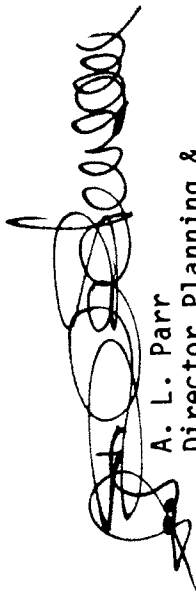
It is not incumbent upon the Municipality to necessarily provide for increased value of private property. On the other hand, the value of the subject properties should continue to correspond to the current R4 Residential District. Claims of hardship are not particularly valid in that properties within this area could continue to be purchased or sold in accordance with their current uses. These properties would be considered part of a long range land assembly program beyond 15 years. The Municipality would not actively pursue the acquisition of properties but would acquire properties when acquisition was initiated by a private owner. If an owner finds that he is unable to sell his property privately, it is proposed that the Municipality negotiate for the purchase of the property at market value for its intended long range Metrotown public open space purposes and to complement the proposed primary trail in this area. It is appropriate that the status quo as represented by the currently applicable R4 Residential District be maintained.

KI:lf

Attachments

cc: Director Recreation & Cultural Services

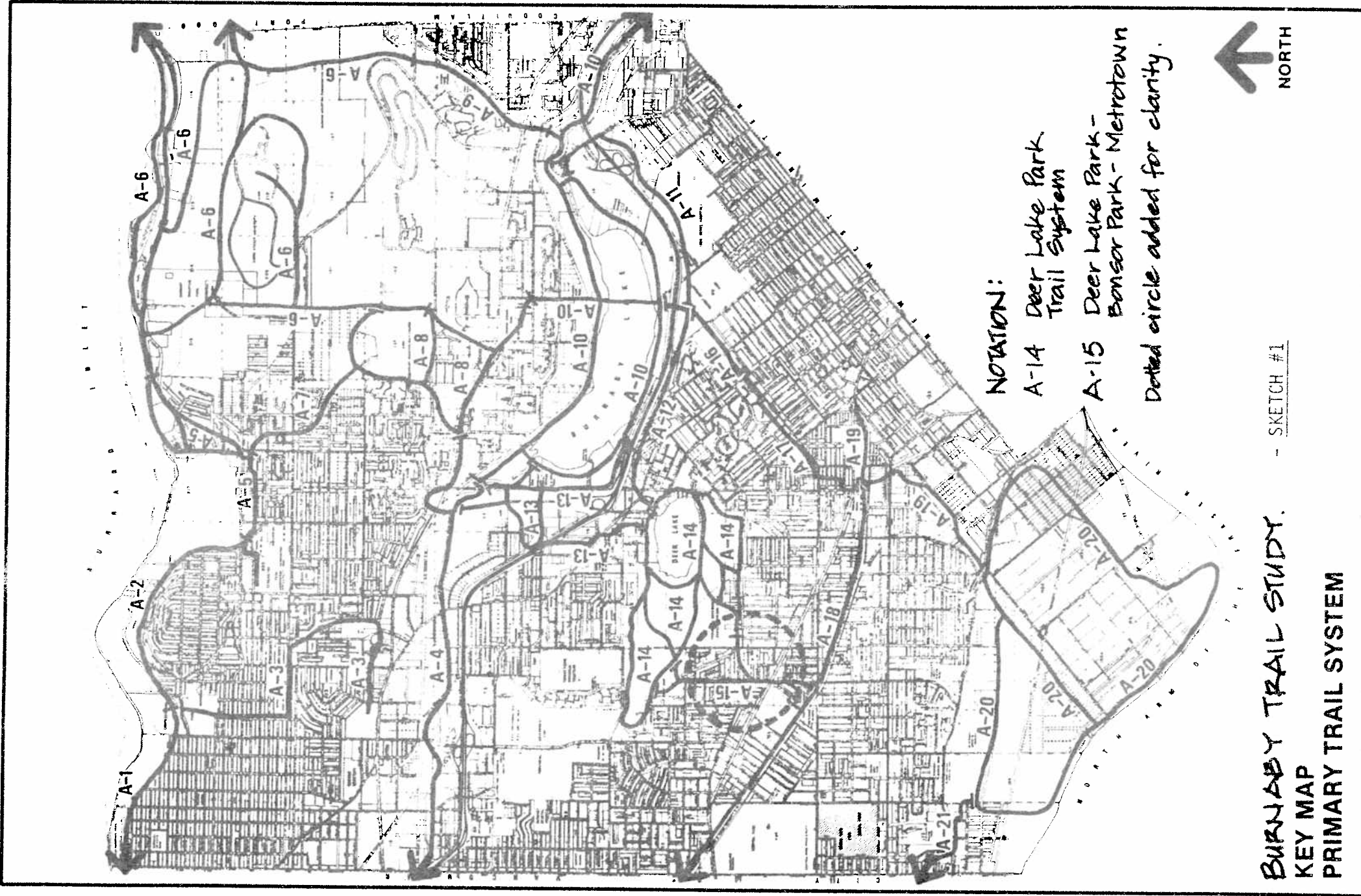
Municipal Solicitor



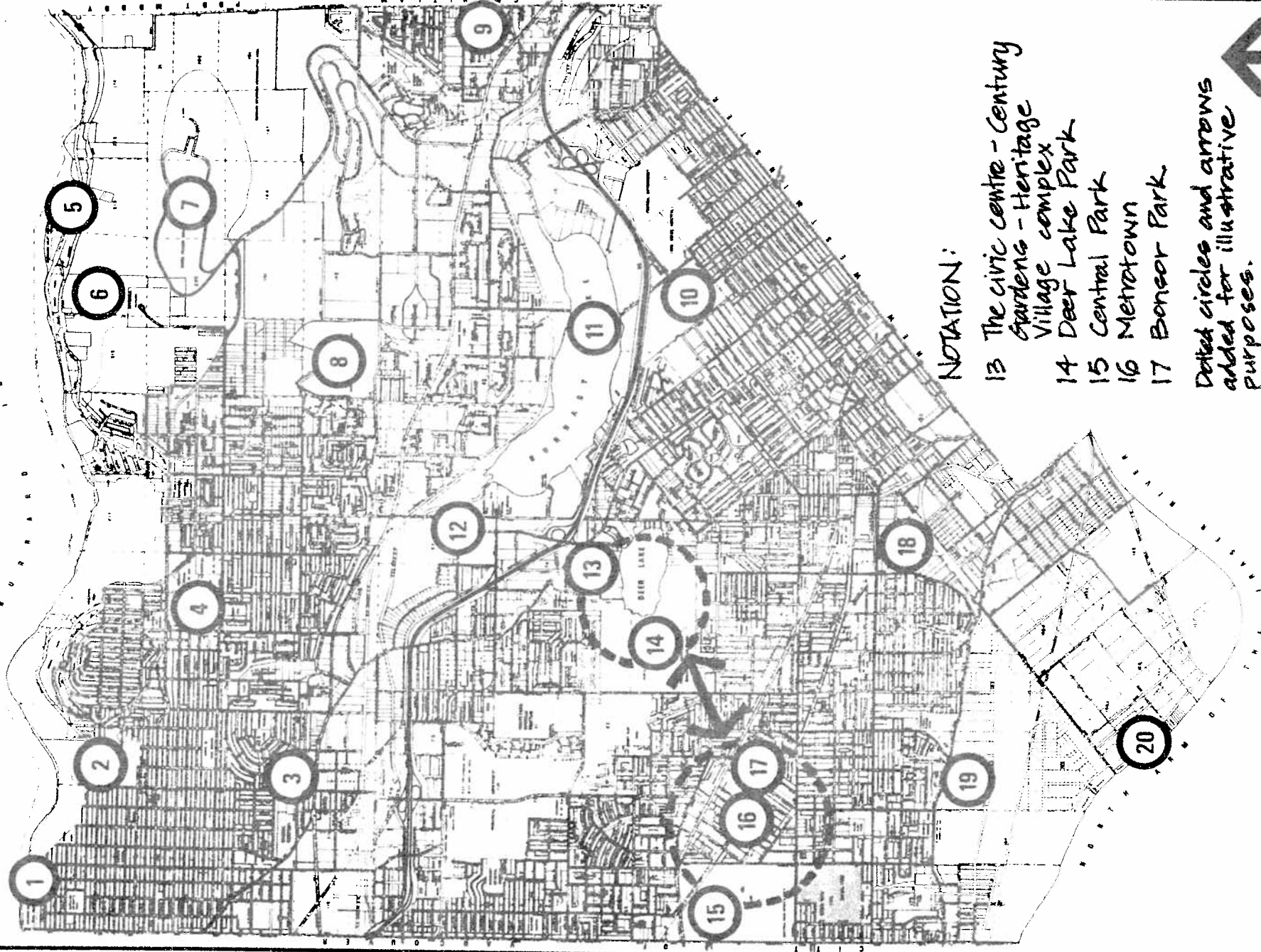
A. L. Parr  
Director Planning &  
Building Inspection

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### A. Primary Trail Routes



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NOTATION:

- 13 The civic centre - Century Gardens - Heritage Village complex
- 14 Deer Lake Park
- 15 Central Park
- 16 Metrotown
- 17 Bonser Park

Dotted circles and arrows added for illustrative purposes.



NORTH  
 LEGEND

13 MAJOR FOCAL POINTS

SKETCH #2

BURNABY TRAIL STUDY

# Metrotown

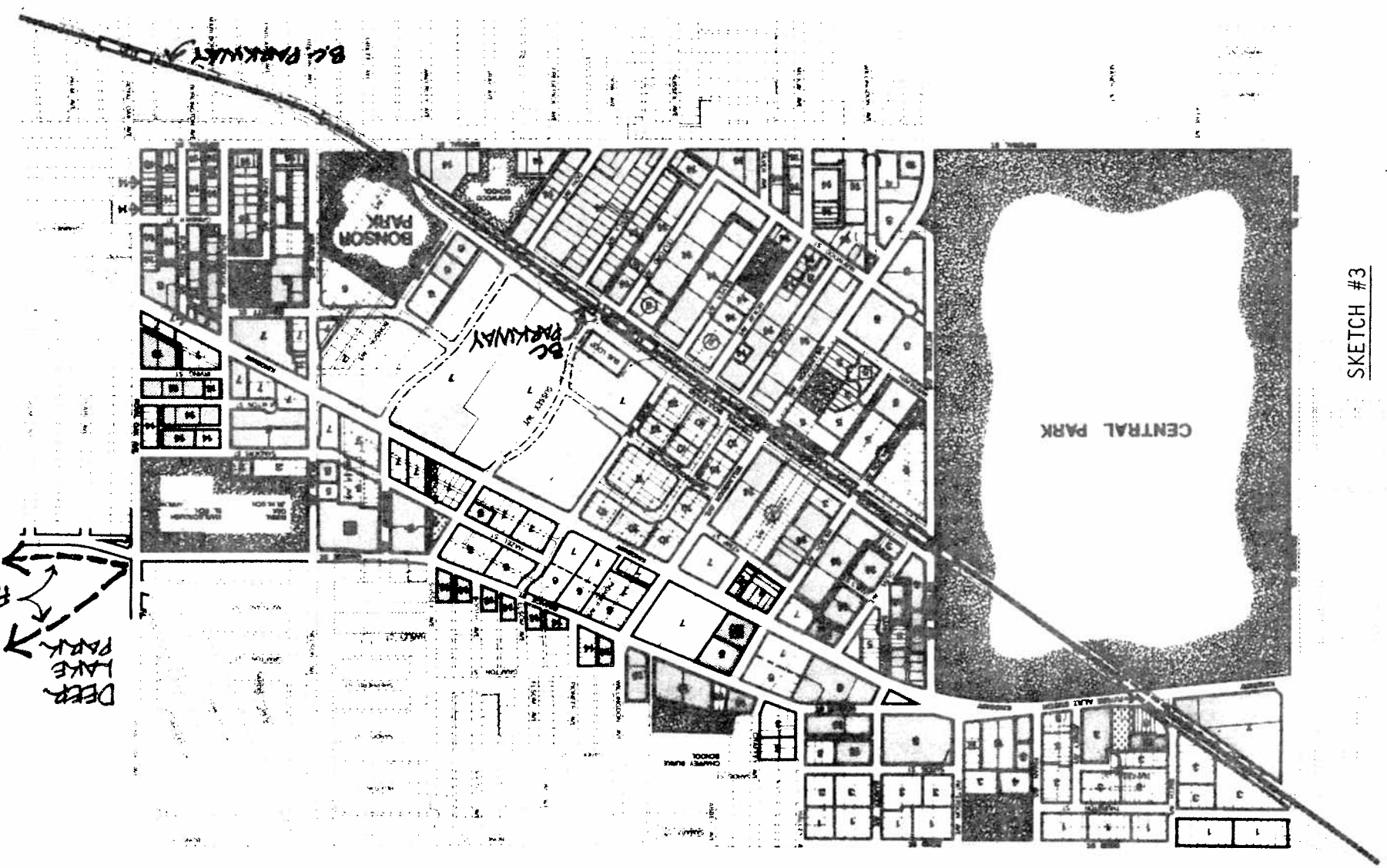
The Corporation of the  
District of Burnaby

Composite Sketch of  
Development Guidelines  
Pedestrian/cyclist

Legend:  
Completed or Rezoned  
in accordance with  
Development Guidelines

- 1-CD (RM1)
  - 2-CD (RM2)
  - 3-CD (RM3)
  - 4-CD (RM4)
  - 5-CD (RM5)
  - 6-CD (RM5/C3)
  - 7-CD (C3 use guideline)
  - 8-CD (RM3/C1)
  - 9-CD (RM4/C2)
  - 10-CD (Office)
  - 11-CD (P2)
  - 12-CD (RM3/Inst)
  - 13-RM2
  - 14-RM3
  - 15-RM4
  - 16-R6
- Particular identification of guidelines is required with Current Planners for any serious development inquiries utilizing these designated guidelines.  
 ◻ Projects identified by a "square" are rezoned but as yet unconstructed.  
 ○ Projects identified by a "circle" are proposals supported by policy but not yet specifically defined.

Planning and Building Inspection Department  
Updated to 1985 Nov 21

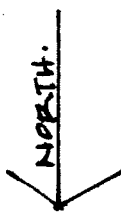
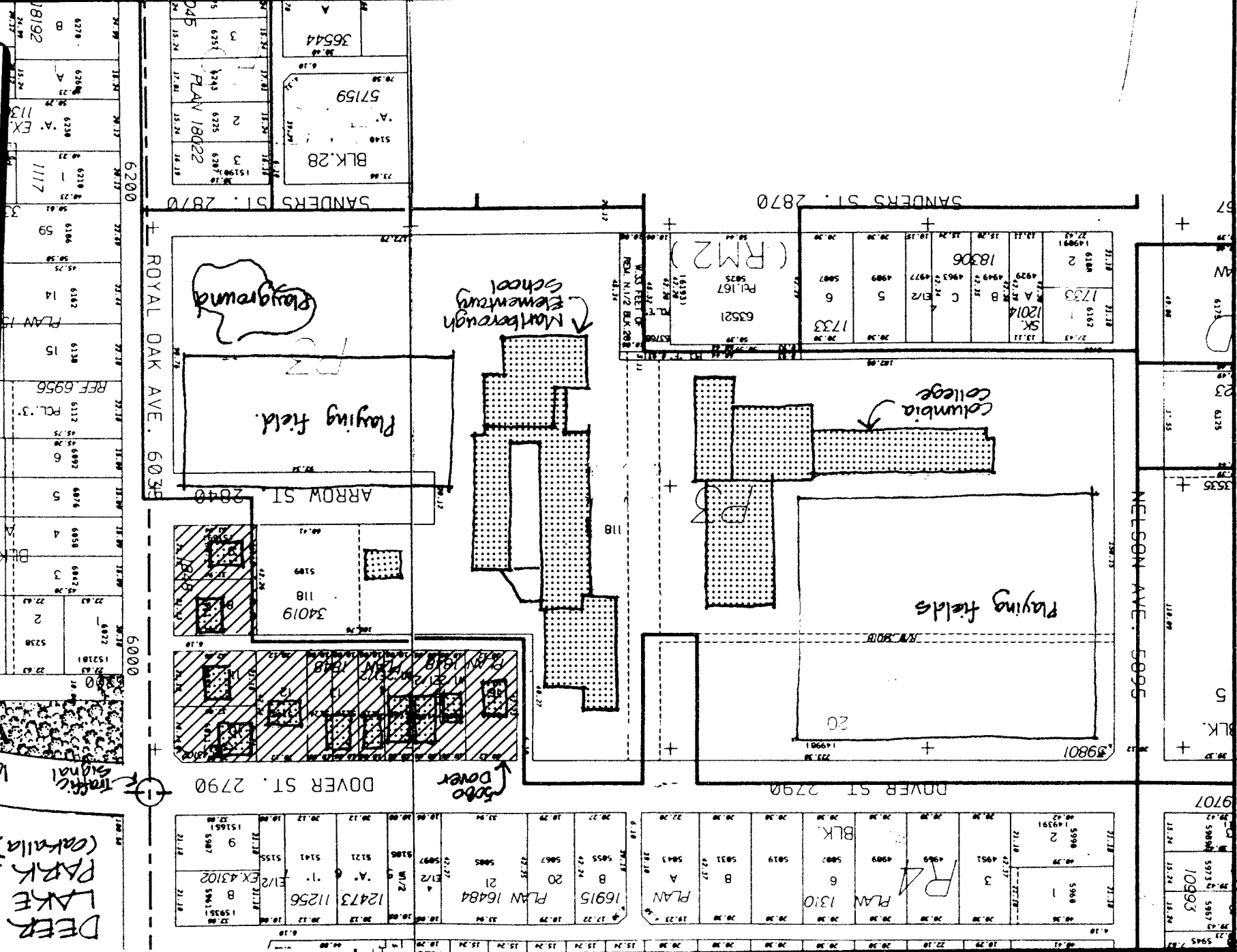


SKETCH #3

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REF. PLAN  
94N. PT. 517  
Corpor.  
DEER LAKE PARK (Catalia)

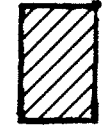


Burnaby Planning Department

RESIDER INQUIRY  
SOUTH-W ST CORNER OF ROYAL OAK AVE & DOVER ST.  
METRO-TOWN - AREA 5  
X REF. AGGONING REF. #103/05 (5000 DOVER).  
X REF. PARK/TRAIL SYSTEM.

SKETCH #4

SUBJECT PROPERTIES - 1.7 acres.



Date Feb/80

Scale 1:2000

Drawn By