FINALIZED
ROYAL OAK
COMMUNITY PLAN

ROYAL OAK ADVISORY COMMITTEE

ROYAL OAK STUDY AREA

1999 JUNE 16
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1.0 INTRODUCTION

The establishment of a citizen based advisory committee was approved by Council to undertake a review of the Royal Oak area. The area review was initiated through two community meetings held at Windsor and Clinton Elementary Schools in the fall of 1996 attended by residents and business persons from the area. The meeting attendees raised a wide range of issues which became the initial basis for pursuing the area review. Nominations were also invited for those interested in serving on the Royal Oak Advisory Committee or one of its working groups. The Advisory Committee composed of two councillors as Chair and Vice-chair and 12 citizen members was appointed by Council and joined by an invited school trustee. The committee has been meeting since the spring of 1997.

The mandate of the Royal Oak Advisory Committee is to prepare recommendations for consideration by Council for a Royal Oak Community Plan that establishes a longer term vision for the future development of the Royal Oak Area, while addressing the needs and issues of current and future residents, businesses and industry.

The Burnaby Official Community Plan (OCP) was adopted by Council on 1998 June 15. The OCP indicates that the area encompassed by the Royal Oak Study area could be redeveloped as an urban mixed-use village accommodating non-town centre multi-family development associated with a commercial service area as well as the retention of a significant industrial component in the area. However, the OCP specifically recognized the ongoing Royal Oak Community Plan review process and its consequences to the OCP. The Plan developed for the area is considered in keeping with the OCP.

The Royal Oak Community Plan is the culmination of the deliberations of the Royal Oak Advisory Committee. These deliberations included the initial issues raised at community meetings and the review and consideration of a large base of research and information provided by various City departments as well as School Board staff. Extensive input was also provided by two sub-committees established by the main committee to look into key identified community issues in greater detail including a major youth survey conducted by one of the sub-committees.
2.0 BACKGROUND OF AREA

The Royal Oak Study Area consists of approximately 560 acres of land along the Kingsway ridge between the two town centres of Metrotown and Edmonds (see attached Sketch #1). The area is generally bounded by Portland Street, Nelson Avenue, Imperial/Irving/Bryant Streets, and Gilley Avenue. The area is composed of identifiable sub-areas with diverse land uses and character.

The primary existing elements and identified sub-areas are generally noted as follows:

a) Current Royal Oak Development Plan

The current Royal Oak Development Plan adopted by Council in 1987 occupies the central portion of the study area primarily in the vicinity of the Royal Oak Avenue corridor. The portion of the area developed in line with the Plan is largely located south of the SkyTrain station and includes considerable low-rise apartments and townhousing, the Burnaby South Secondary School, and the continuing assembly of the designated MacPherson Park West.

b) Industrial

An M4 industrial area with smaller properties is located between Kingsway and the SkyTrain line. A second M1-M2 industrial area with mainly warehousing on larger properties is located south of the SkyTrain line, east of MacPherson Avenue.

c) Kingsway

Kingsway is a recognized regional arterial and service commercial corridor which functions as an east-west linkage between the Metrotown and Edmonds Town Centres.

d) Royal Oak SkyTrain Station

This station is central to the area and the current Royal Oak Development Plan. The station has a strong sphere of influence especially within a 10-minute walking distance.

e) South Slope Centre

A South Slope community commercial focus is located around the Rumble/Royal Oak intersection. Both street fronting and auto-oriented commercial is located here as well as commercial/residential mixed-use development.

f) Single and Two-Family Dwelling Areas

There are three such neighbourhoods on the periphery of the area - north of Kingsway, west of Royal Oak Avenue and south of the SkyTrain line, and south of Rumble Street.

These existing conditions have influenced the redevelopment approaches encompassed by the Royal Oak Community Plan.
3.0 ROYAL OAK COMMUNITY PLAN

The Community Plan is outlined in the following sections under the headings of:

- **4.0 Guiding Principles**
- **5.0 Land-Use Concepts**
- **6.0 Community Facilities**
- **7.0 Public Safety**
- **8.0 Transportation**

The sections on Community Facilities, Public Safety and Transportation are summaries of reports prepared by the Facilities and Youth Sub-Committee and the Public Safety, Transportation and Traffic Sub-Committee. The reports have been considered and adopted by the main Royal Oak Advisory Committee. The full reports of the sub-committees constitute valuable resource appendices to the Plan. It is also realized that various suggested initiatives will come under the jurisdiction of other City bodies; however, it is considered appropriate that issues and suggestions raised through this community review process be voiced and considered as part of on-going deliberations.

The Plan encompasses a variety of initiatives of a conceptual, land use, network, and operational character. The overall area naturally segments into a number of distinctive sub-areas, each with a special character of its own, yet complementary to each other (see attached Sketch #2). The overall redevelopment concept is one of an urban village emphasizing low-rise buildings of generally two to four storeys, utilizing both single and mixed land use variants, and emphasizing a pedestrian-oriented scale with urban design guidelines. The proposed development is considered complementary to the higher density Metrotown and Edmonds town centres to the west and east. Significant medium-density multiple-family residential redevelopment is proposed with encouragement of ground and family-oriented housing. Mixed-use commercial-at-grade with residential-above developments are proposed along key major street frontages and strategic locations related to the SkyTrain Station and the Rumble/Royal Oak intersection. A special urban village precinct in the triangle bounded by Kingsway, Imperial Street and Royal Oak Avenue is indicated permitting a unique mixture of retail, office, clean industrial and non-family residential including live-work options with strong urban design guidelines. The plan also protects a number of existing single and two-family dwelling neighbourhoods while suggesting some candidate R12 areas.

A significant high-tech business centre enclave bounded by Kingsway, Gilley Avenue, Beresford Street and MacPherson Avenue is indicated, with the objective of strengthening its current industrial orientation and employment base. Increased parkland and greenways are indicated to serve the proposed increased population. Improvement to and implementation of comprehensive road, cycling and public pedestrian networks are also indicated.
The Plan would result in the following estimated population increases.

<table>
<thead>
<tr>
<th>Royal Oak Community Plan Population Estimates</th>
</tr>
</thead>
<tbody>
<tr>
<td>1998 (current)</td>
</tr>
<tr>
<td>n/a</td>
</tr>
<tr>
<td>2000-2015</td>
</tr>
<tr>
<td>2016-2021</td>
</tr>
</tbody>
</table>

4.0 GUIDING PRINCIPLES

The guiding principles which apply to the area as a whole are outlined to give direction in pursuing the redevelopment approach to identified sub-areas within the Plan and other more detailed aspects of the Plan.

4.1 The Royal Oak Study Area should provide for a balance of residential and employment opportunities both in terms of redevelopment and the strengthening of identified existing development.

4.2 Higher intensity redevelopment of a medium density character is warranted primarily in light of the proximity of Metrotown, the convenience of SkyTrain service to the area, the strong residential component of the Royal Oak Development Plan, and industrially-used areas ripe for redevelopment.

4.3 An integrated urban design approach needs to be pursued for all sub-areas both to beautify the area, to foster an enhanced visual framework, and to humanize the street environment. This approach will assist in providing a compatible environment accommodating disparate proximate uses such as industrial and residential uses, particularly in areas of redevelopment transition.

4.4 Additional public green space including parkland and green linkages are desirable in those areas designated for higher density redevelopment. The amount and specific location of additional green space as well as possible additional community facilities will require detailed discussions with the Parks, Recreation and Cultural Services Department and approval of the Parks and Recreation Commission.

4.5 General improvements to the internal street network are required to improve accessibility to and mobility within the various sub-areas and to reduce reliance on the arterial streets in the area - Kingsway, Imperial and Royal Oak. Frontage road linkages along the SkyTrain/B.C.
Parkway/Highland Parkway which partially exist should be fully developed to improve the service street network, to improve access to the linear parkway amenity, and to provide some distance buffering where potential residential redevelopment is proposed.

4.6 The redevelopment approach for Kingsway is based upon the acknowledgment of Kingsway as a primary regional arterial street, its historic strength as a service commercial corridor, the proximity to Metrotown with its primary influence extending east to Imperial Street, and the desire to develop a more human-scaled enhanced boulevard and development frontage.

Traffic management initiatives to improve access to the butting sub-areas is indicated including possible additional traffic signals and improvement of the Kingsway and Imperial intersection. The regional transportation authority would need to be consulted and the technical feasibility examined.

4.7 The type and quantity of additional commercial uses of a retail, service and convenience nature need to be carefully considered. A range and diversity of commercial opportunities need to be both provided and protected.

4.8 In those sub-areas suggested for substantial land use changes differing from existing uses (i.e. change to residential from industrial and/or commercial uses), a transitional redevelopment approach is needed that permits economically viable and substantial existing uses to remain while accommodating on-going and/or phased redevelopment with differing land uses.

5.0 LAND-USE CONCEPTS
 according to identified sub-areas

Analysis and research has indicated the natural segmentation of the area into distinctive yet complementary sub-areas (see attached Sketch #2). The various proposed land use concepts are discussed in relation to their appropriateness and integration within the sub-areas. This sub-area approach emphasizes land use systems, rhythms and variant mixtures. Major influences such as major roads especially Kingsway, the SkyTrain station and line, the South Slope centre at Rumble/ Royal Oak, and green space amenities and opportunities have also affected the redevelopment approach.

5.1 SUB-AREA 1

5.1.1 Redevelopment as a mixed-use urban village with a strong commercial orientation and a supporting medium density multiple-family residential component is indicated.

a. Establish this area as a strong community focus for the South Slope.

b. Significant commercial anchors, such as a large food store and LCB liquor store, need to be maintained.

c. An expanded variety of service and community commercial opportunities including those attractive to youth is encouraged.
5.1.2 Urban design guidelines will need to be pursued to establish a strong village character which will promote diversity of uses and a strong sense of place and community focus.

South Slope Centre

a. Street enhancing retail uses at-grade with residential use above is indicated.

b. Build-to-lines with building setbacks similar to Metrotown are called for.

c. Special boulevard treatments with pedestrian paving, pedestrian lighting, street furniture and street trees are indicated.

5.2 SUB AREA 2

5.2.1 Completion of the area in accordance with the current Royal Oak Development Plan is indicated.

a. Residentially designated sites would be developed through Comprehensive Development rezoning with RM3 District guidelines for apartment-type projects and RM2 District guidelines for family-oriented projects.

b. A convenience commercial component is indicated for the Royal Oak and Beresford corner adjacent the SkyTrain station as part of an urban village type of mixed-use residential and commercial development. Upgrading and enhancement of the SkyTrain Station area is indicated.

c. Early development of parkland acquired for MacPherson Park-West is desired.
5.2.2 This Sub-area of the Plan includes the McPherson Convention Centre property at 7325 MacPherson Avenue, which is currently used for private assembly use (i.e. church). This continues to be considered an appropriate use at this location.

a. The existing C4 District zoning is not particularly appropriate to its current “institutional” use and consequently the owner may be persuaded to rezone the property to the CD (P2) District in line with its actual use.

b. Other types of community and assembly uses in addition to (or as a long-term replacement for) the current church use would also desirably respond to community needs in the area (for example, as noted in section 6.2.3.).

c. An alternative use for the property which would desirably be explored by the School District would be its possible acquisition for enlargement of the inadequate Burnaby South Secondary School site. A decision in this regard would be expected a year or two after the opening of a new secondary school in southeast Burnaby.

5.2.3 Royal Oak Avenue as an enhanced pedestrian-oriented corridor from Rumble Street north to the SkyTrain station and beyond to Kingsway is indicated.

5.3 SUB-AREA 3

5.3.1 Retention and protection of the area as a continuing R5 zoned residential neighbourhood is indicated.

a. Consider as a candidate for R12 area rezoning applications in the portions of the area served by rear lanes.

As a point of clarification, any R12 area rezonings would require the further consideration and approval of the residents of the affected area. This Community Plan does not specifically designate any R12 redevelopment areas. Applications for R12 area rezonings are pursued under the auspices of the City’s Community Planning and Housing Committee.

5.3.2 Consider townhouse redevelopment along the east border of the area providing a transitional band related to the Royal Oak Avenue frontage and the medium-density multiple-family residential redevelopment on the east side of Royal Oak Avenue.

a. A convenience commercial component is indicated at the Royal Oak and B.C. Parkway corner adjacent the SkyTrain station as part of an urban village type of mixed-use residential and commercial development. A variant worthy of consideration is the retention of the existing older pleasantly-scaled convenience store at this location as part of such a development.
b. Royal Oak Avenue is indicated as an enhanced pedestrian-oriented corridor from Rumble Street north to the SkyTrain station and beyond to Kingsway.

c. Vehicular access to townhouse developments would be precluded from lanes which are for use by the R5 residential neighbourhood.

5.4 SUB-AREA 4

5.4.1 Retention and protection of the majority of the area as an R5 zoned residential neighbourhood is indicated.

5.4.2 Consider longer range major expansion of Froggers Creek Ravine Park west to Arthur Street and north to Rumble Street to provide additional parkland and to achieve stronger public recognition of this major ravine environmental resource in the Royal Oak community.

a. A parkway linkage from Froggers Creek Ravine Park to the South Slope centre (Sub-Area 1) via the Clinton Street alignment is desired.

b. Enhancement is desired of the Portland Street street ends which overlook the ravine from both east and west banks as public viewpoints with interpretive displays providing for public enjoyment of the conservation ravine without affecting its sensitive ecological nature.

SkyTrain Station Area

c. It is acknowledged that a number of lots involved in the park expansion accommodate newer dwellings.
5.5 SUB-AREA 5

5.5.1 Retention and protection of the area as a continuing R5 zoned residential neighbourhood is indicated.

a. Consider as a candidate for R12 area rezoning applications in the portions of the area served by rear lanes.

Reference is made to the clarifying note for R12 area rezonings outlined in Section 5.3.1a.

5.5.2 Portland Street as a safe east-west on-street bike route, as an alternate to Rumble Street, is indicated. To the east this route would link to Ron McLean Park in the Edmonds Town Centre.

5.6 SUB-AREA 6

5.6.1 The portion of the area north of Irmin Street is indicated as redeveloping to medium-density multiple-family residential emphasizing ground-oriented townhouse forms.

a. This residential transitional process will need to take into consideration some existing major warehouse developments on large properties which may remain as viable businesses for some time but will eventually accommodate major attractive residential developments.

b. The triangle north of Prenter and west of Gilley composed mainly of warehouses on larger lots and lower quality industrial development abutting Gilley has greater similarity to the portion to the west rather than to the smaller lot, more intensively developed, industrial area north of Beresford.

5.6.2 A new public park of a minimum 4 acres is indicated in the area of the intersection of the BC Parkway, the Highland Park Line, Prenter and Buller.

a. The extension of closed railway and spur rights-of-way as greenways linking to MacPherson and Beresford is indicated.

5.6.3 The portion bounded by MacPherson/Irmin/Gilley/Rumble is a linear transition area. The future land use options include:

i) Maintain existing R5 Residential District zoning and the existing townhouse project.
ii) Consider as a candidate area for R12 zoning.
iii) Designate for townhouse redevelopment.
If an R12 area rezoning initiative is not pursued, the future redevelopment of this transitional area for townhousing is indicated.

a. R12 area zonings are most effective where rear lanes are available. An increase in the number of driveway accesses off Rumble Street, a greenway collector and cycle street, with vehicles from dwellings backing into the street as a result of R12 development is not recommended.

Reference is made to the clarifying note for R12 area rezonings outlined in Section 5.3.1a.

b. Townhouse redevelopment has merit in that it can be developed on varying small to larger sites while minimizing the number of vehicular accesses and offering alternative accesses off Irmin and side streets such as Buller and Curragh. Many existing dwellings are considered ready for redevelopment and there is an existing townhouse development in the area.

5.6.4 Infrastructure improvements will be required to accommodate multiple-family residential or R12 development including:

i) improved road network
ii) improved pedestrian and cycling provisions
iii) increased public green space including use of closed railway spur rights-of-way as greenways.

5.7 SUB-AREA 7

5.7.1 Medium density multiple-family redevelopment emphasizing ground-oriented townhouse forms is indicated.
a. Due to the substantial nature of some of the existing industrial, the transition from industrial to residential uses will need to be considered carefully and from a longer term viewpoint.

b. West of Royal Oak, redevelopment should be complementary to the homogeneous medium-density multiple-family residential within the Metrotown area north of Imperial.

5.7.2 Mixed-use medium density residential and commercial redevelopment is indicated along the Imperial frontage east of Burlington and along the east and west frontages of Royal Oak.

a. This provides for some strengthening of a street-front commercial linkage north from the SkyTrain Station to the strong commercial orientation of Sub-Area 8 and the Kingsway corridor while respecting the need to continue to support the South Slope commercial community focus at Rumble and Royal Oak.

b. Commercial uses along Imperial will complement the commercial orientation of Sub-Area 8, in particular, the north side Imperial frontage between Royal Oak and Kingsway.

5.7.3 Urban design guidelines will need to be pursued to encourage stronger ground and street-oriented redevelopment and provide a more human-scaled environment.

a. A build-to-line with lesser building setbacks similar to Metrotown is called for, encouraging terraced building forms for mixed-use development.

b. Residential-only streets should provide for greening with linkages to BC Parkway and other possible additional parkland.

5.8 SUB-AREA 8

5.8.1 Redevelopment as a diversified special urban precinct with a strong commercial orientation is indicated.

a. This approach acknowledges the complementary nature of this area to Metrotown and its potential to provide for enhanced diversity.

b. Uses could include commercial of a convenience, service and retail nature, service industrial, office, live-work options, and possible low-rise urban terraced apartments on the second floor or above.

c. Many of the existing commercial and industrial uses will likely remain for some time and succession uses will need to be carefully integrated.
5.8.2 Urban design guidelines are required to establish a village-like character which will promote both diversity of uses and building forms yet foster a sense of overall integration and cohesion.

a. Build-to-lines with building setbacks similar to Metrotown are called for.

b. Street enhancing retail uses at-grade are indicated such as restaurant/cafes with outdoor seating and “non-mall” specialty retail.

c. One urban design element to emphasize a special urban precinct would be a central public village green. Such a space could be centrally located between Grimmer and Lane and provide an organizing focus for village activities and events.

5.8.3 Internal road network improvements and infrastructure improvements are indicated.

a. Road network improvements to reduce reliance on Kingsway for local circulation could include a central north-south lane access from Grimmer to Imperial.

b. Infrastructure improvements could include consideration of small public parking lots (similar to Hastings Street).

5.9 SUB-AREA 9

5.9.1 The interior portion of the area is indicated as redeveloping to medium-density multiple-family residential emphasizing ground-oriented townhouse forms.
5.9.2 Redevelopment of the Irving and Dufferin frontages for townhousing is indicated providing a transitional band vis-a-vis single and two-family dwelling neighbourhoods beyond to the north and east.

5.9.3 Redevelopment of the Kingsway frontage corridor to medium-density mixed-use residential and commercial is indicated.

   a. Together with Sub-Area 8 on the south side of Kingsway, the indicated redevelopment approach acknowledges the complementary nature of the area to Metrotown.

5.9.4 Along the Kingsway corridor, commercial use would be at-grade fronting Kingsway with residential use on the second floor and above as well as along the north portion as a transition to residential within the balance of Sub-Area 9.

   a. Along Kingsway, a build-to-line with building setbacks similar to Metrotown is called for. No parking is indicated in front yards.

   b. The strength of existing commercial development some of which may remain for a longer term needs to be respected.

   c. The larger size of properties suggests redevelopment with either stronger commercial or stronger residential components than is usual in street-related mixed-use developments.

   d. The existing medical/dental office at Royal Oak and Irving will be expected to remain.

5.10 SUB-AREA 10

5.10.1 Retention and protection of the area as a continuing R5 zoned residential neighbourhood is indicated.

5.10.2 East of Waltham, the Kingsway frontage corridor is largely developed in line with Apartment Study Area ‘N’ as medium-density multiple-family residential with redevelopment of remaining sites expected to conform and pursued accordingly.

5.10.3 West of Waltham, two sites fronting Kingsway are indicated for medium-density mixed-use residential and commercial similar to the Kingsway frontage of Sub-Area 9.

   a. Redevelopment of these sites will require the achievement of suitable assembly.
"Business Park” Development

b. Commercial use would be at-grade fronting Kingsway with residential use above and along the north portion of the sites.

c. Along Kingsway, a build-to-line with building setbacks similar to Metrotown is called for and underground parking is indicated for such assembled sites.

5.11 SUB-AREA 11

5.11.1 This sub-area is indicated as a “business park” and a focussed and enhanced service industrial area.

a. “Business park” uses would include offices (particularly high-tech offices), laboratories and clean light industrial and distribution uses.

b. “Business park” use is particularly valuable as a transitional buffer use on the periphery of the area abutting MacPherson, Beresford and Gilley.

c. Zoning adjustments may be appropriate to promote redevelopment to high-quality, high-employment office/industrial uses.

5.11.2 The Kingsway and Imperial frontages are indicated for commercial uses of a service and convenience nature but with a greater emphasis on an enhanced boulevard, pedestrian-scaled environment.

a. A build-to-line with lesser building setbacks similar to Metrotown is called for. No parking is indicated in front yards.
b. Auto-oriented commercial uses, where remaining, need to be developed with a more urbane approach. Along Kingsway, an urban design approach complementary to the north side of Kingsway in this area should be pursued.

5.11.3 Urban design guidelines for street boulevards and facade treatments within the area are required to encourage the regeneration of the area and the provision of a quality environment:

a. While existing service industrial uses may continue, owners of existing unsightly M4-type development should be encouraged to pursue a more interdependent "community" approach to the enhancement of the environment, perhaps through an area business association and the assistance of the City.

b. A build-to building setback line with no parking in front yards is indicated. Some small scale service commercial uses to cater to workers may be considered fronting streets within the area.

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6.0 COMMUNITY FACILITIES

6.1 OBJECTIVES

The following objectives have been defined to respond to issues in the Royal Oak Area relating to such facilities and services as recreation, schools, pedestrian and cycle networks, parks, the needs of youth living in the neighbourhood, and the promotion of community pride.

a) more and improved recreational opportunities
b) more localized commercial opportunities
c) more youth-oriented amusement opportunities
d) meet park space needs in the Royal Oak area
e) meet school needs
f) pursue a community street banner program

6.2 RECOMMENDATIONS

The suggestions listed below refer to various actions which are proposed to be taken by the City of Burnaby and other affected agencies to address the objectives outlined above. It should be recognized that the proposals related to recreational opportunities and park space needs are made for eventual referral to the Parks and Recreation Commission and the Parks, Recreation and Cultural Services Department for their consideration.

6.2.1 Provide more and improved recreational opportunities

a. Continue to Build More Outdoor Hard Surfaced Facilities
Outdoor hard surfaced facilities such as for basketball are versatile, relatively less costly to build and maintain than playing fields and are currently a standard for neighbourhood park development. To increase such facilities in the Royal Oak area, their provision should continue to be a standard for neighbourhood park development – when a neighbourhood park is developed in the area, so too will hard surfaced facilities. Possibilities for including these facilities in existing parks, playgrounds and school grounds should also be examined. A variant of such facilities includes an outdoor beach volleyball court.

b. Increase Indoor Recreation Space

Indoor recreation space is used by all segments of the population living in the Royal Oak area, although mainly by youth, and is becoming increasingly short in supply. To increase indoor recreation space in the area, it is proposed that the following options be explored:

- Consider building a new community centre in the Royal Oak area
- Continue to convert under-utilized specialized facilities such as squash and racquetball courts at the Bonsor Recreational Complex into more multi-use indoor recreation space
- Explore options for extending or altering hours of operation at existing facilities
- Examine the possibility of expanding and/or upgrading the existing building located at McPherson Pool so that it may be used as an indoor recreation facility
- Improve the promotion of facilities and programs

c. Expand water-related facilities

- Consider re-examining the inclusion of an indoor pool at the Eastburn Community Centre when it expands
- Continue to maintain and upgrade the outdoor McPherson Park Pool
- Incorporate more “water play” features at Bonsor Pool, such as water-slides
- Consider developing a spray pool or wading pool at McPherson Park West or McPherson Park Pool
- Seek cost-sharing opportunities with service groups to help fund smaller, more localized, outdoor water-related facilities

d. Develop a “multi-use” ice rink accessible to the Royal Oak area

- Explore the possibility of building an ice rink at the Bonsor Complex
- Explore the possibility of including an ice rink at the Eastburn Community Centre when it expands
- Explore the possibility of acquiring a new site for a multi-use ice rink development
6.2.2 Provide more localized commercial opportunities

- Retain existing anchor and semi-anchor commercial services, especially in the vicinity of the Royal Oak Avenue and Rumble Street intersection
- Encourage localized convenience stores such as grocery stores, video stores and fast food establishments
- Encourage fast food establishments (e.g. McDonald’s and Subway) and youth-oriented casual dining opportunities (e.g. Myles of Beans) in close proximity to Burnaby South Secondary School

6.2.3 Provide more amusement opportunities for youth

- Establish more quasi-commercial games rooms containing arcade machines, billiard tables and fooseball tables, in community centre-like environments similar to the one at Eastburn Community Centre
- Broaden the notion of amusement opportunities to include youth programs and services offered through community and youth centres, such as arts and “high-tech” programs
- Seek sponsorship initiatives with service groups to help fund, and perhaps provide equipment for, arts and “high-tech” programs.
- Consider acquiring new sites for the relocation of an expanded South Central Youth Centre or, alternatively, expand the South Central Youth Centre at its present location
- Following expansion or relocation of the South Central Youth Centre, consider raising awareness of its programs
- Explore expanded amusement opportunities at Bonsor Recreational Complex, including the provision of a quasi-commercial games room and meeting/gathering facilities
- Explore the possibility of using the McPherson Convention Centre for games rooms, youth programs and meeting facilities in cooperation with the major tenant/owner
- Continue to permit, under the Zoning Bylaw, up to four video game machines in commercial facilities, thus allowing for broad and decentralized coverage of these opportunities

6.2.4 Provide more park space in the Royal Oak area

- Enrich existing parks and public spaces
- Continue to make the early development of MacPherson Park West a priority
- Develop an off-street linear park network
- Consider the development of “Youth Park” Facilities, in particular skateboard parks
- The Parks and Recreation Commission and parks staff are made aware of expressed community concerns on the need for more parkland and green space in this area and are encouraged to explore and pursue any acquisition opportunities for additional parkland in the area.
6.2.5 Consider providing expanded school facilities

- Continue to work with School District # 41 - Burnaby in addressing school needs for the Royal Oak Community Plan area

Existing school facilities appear to be currently operating at or beyond their capacity, particularly at Burnaby South Secondary School where many portables are in use. The School Board and its staff are made aware of expressed community concerns on the need for more school facilities.

The School District has been pursuing studies to examine school facility needs in line with Burnaby’s Official Community Plan and expected population growth in the short, medium and long term. A phased array of both new school facilities and expansion of existing facilities is being determined. Residential development outlined in the proposed new Royal Oak Community Plan may change the priority for new and/or expanded school facilities. The amount, type and rate of residential growth in the area will also have an effect on school needs.

6.2.6 Pursue a community street banner program

- Pursue a community street banner program along key streets in the area as a high priority
- Consider similar street banners to mark Clinton Elementary School’s “walking school bus” route

The early implementation of such a community street banner program as a special urban design initiative would give notice to the community that a new Community Plan has been established. The banner program would beautify and enhance the community and help to promote community pride. The involvement of local school students in helping to design such banners is planned, similar to the process for determining banner designs in the Edmonds Town Centre area.

7.0 PUBLIC SAFETY

7.1 OBJECTIVES

The following objectives have been defined in response to public safety and crime issues in the Royal Oak Area:

a) improve security and public safety at the SkyTrain station
b) improve opportunities for natural surveillance in and around the SkyTrain station
c) improve police service and crime prevention efforts
d) improve public information programs relating to safety and fear of crime
e) increase cleanliness of public spaces and combat graffiti  
f) strengthen preventative social and recreational programs which address the root causes of much property theft  
g) increase sense of personal responsibility for goods vulnerable to theft  
h) enhance public safety in emergency and crisis situations  
i) incorporate Crime Prevention Through Environmental Design (CPTED) principles  
j) improve pedestrian safety  

7.2 RECOMMENDATIONS

The actions detailed below are suggested as a means to satisfy the objectives outlined above. The City of Burnaby can take some of the actions directly. The City's role in other areas would be to encourage the appropriate jurisdiction to take action.

7.2.1 Improve security and public safety measures at the SkyTrain station in concert with BC Transit

BC Transit should be encouraged to improve security and public safety through:

- initiation of a pilot project whereby the Station would enjoy a full-time visible security constable. The pilot project should be supported by “before and after” statistical analyses. It should also include a survey of SkyTrain patrons and nearby residents to determine whether perceptions of safety have changed as a result of the pilot project.

  - less frequent recycling of security video tapes (e.g. 12 hours) to facilitate the tracing of perpetrators of crimes who are discovered after the fact  
  - better surveillance, through microphones and cameras, in the Station elevator to discourage objectionable behaviour and vandalism  
  - provision of improved bike racks as well as bike lockers to reduce theft of bicycles  
  - provision of an emergency telephone near the existing pay telephones at ground level  
  - collaboration with the City of Burnaby to provide additional lighting around the perimeter of the Station. Consideration should be given to the relative merits of sodium and mercury lighting, and to pedestrian-scaled light fixtures.  
  - promptly remove graffiti  
  - the use of large, highly visible public service advertisements in SkyTrain stations and SkyTrain cars to provide the public with personal safety tips and to improve public awareness of existing safety systems in the Station  
  - collaboration with the City of Burnaby on the development of a safe and conveniently located pedestrian drop-off area at the Station in order to discourage the use of the bus stop and Beresford Street as drop-off areas
7.2.2 Improve safety and opportunities for natural surveillance at and near the SkyTrain station

Improving personal safety and providing additional eyes and ears on the street could be facilitated by:

- improving lighting and pedestrian visibility
- upgrading and enhancing the SkyTrain station area making it more presentable, safe and secure
- promoting commercial facilities in or immediately adjacent to the Station, some with longer and varying hours of operation such as cafes and newsstands. A greater pedestrian presence would be beneficial and encouraged through enhanced commercial vitality. This could be most easily accomplished during redesign and redevelopment of the Station.
- the provision of a paved and more strategically-located taxi stand on Beresford, enabling taxi drivers and their passengers to clearly view activities at the Station
- the pursuit, by the City and RCMP, of a more formal arrangement with Burnaby taxi companies for their drivers to inform police of suspicious or illegal activities they witness
- the adoption of an “urban village” concept for new development adjacent to the SkyTrain line, with an emphasis on a mix of uses and direct links between new projects and the Station. Pedestrian-scaled lighting would be a critical component of the “urban village”.
- the implementation by B.C. Transit of a frequent shuttle bus service using smaller vehicles. Such service would reduce waiting periods for buses and hence reduce the vulnerability of those waiting for buses - particularly at off-peak times.

7.2.3 Improve police service and presence and crime prevention efforts

The City can further improve police service in Burnaby by:

- entering more actively, in collaboration with the RCMP, into crime prevention research and analysis, and collection of crime-related statistics in order to ensure effective planning and decision-making. One possible initiative is to explore opportunities with Simon Fraser University for research focussing on the impact of rapid transit on crime rates.
- budgeting for additional police officers identified as necessary by the RCMP and supported by statistics
- supporting the Community Policing approach. Once the Southwest District Community Police Station begins operation in September 1999, locally-based police service should be made available to the public during evening hours especially on weekends. This could be accomplished by actual staffing arrangements or a direct access terminal from this station to the main detachment.
- increasing liaison opportunities between youth and police to identify and address issues of mutual concern
• working with the RCMP to encourage the general public to participate in crime prevention programs such as Block Watch and to serve as “eyes and ears” in the community

As well, the City should explore, through its Family Court and Youth Justice Committee, means of making perpetrators of less serious offences more accountable to victims and the community. One option for doing so is the establishment of a community accountability program. An alternative to the establishment of a new program in Burnaby is the modification of Burnaby’s Youth Services Program, which already contains many of the elements of a community accountability program.

7.2.4 Improve public information programs relating to safety and fear of crime

The City and the RCMP should publicize more widely the declining crime rate in Burnaby to counter rising fear levels and the fortress mentality they foster.

The implementation and expansion of existing public information programs relating to safety should be considered. These programs should aim to raise awareness of personal safety, address the fear of crime, provide preventative information and help to dispel myths (e.g. unsubstantiated or exaggerated stories of incidences of crime). The initiatives could include the establishment of a Block Watch-like organization and publicizing means such as InfoBurnaby, the monthly community policing feature in the Burnaby Now - “The Beat”, as well as relevant newsletters. Information on public safety could be disseminated in compact public display stands to be located in commercial facilities and community centres.

7.2.5 Increase the cleanliness of public spaces and combat graffiti

By ensuring public spaces are kept clean and free from litter, graffiti and drug paraphernalia when found, people would make better use of these spaces.

The City of Burnaby should consider:

a. Developing a strategy to increase awareness among the business community and property owners in general about the merits of quick graffiti removal and the use of graffiti-resistant finishes and surfaces.

b. Encouraging Burnaby non-profit societies to sponsor a graffiti-removal program through the Attorney General’s Community Work Service Program.

7.2.6 Improve preventative social and recreational programs

The Provincial government should be encouraged to:

• strengthen existing drug and alcohol treatment and prevention programs
• increase social assistance rates and broaden eligibility criteria to enable youth to collect assistance
• strengthen youth employment programs, including the addition of a community-based youth employment internship program

The City should enhance local neighbourhood social and recreational facilities and programs for both youth and adults. This would accomplish a number of objectives, including helping people to get to know their neighbours, providing alternative activities to mischief, encouraging more people to walk in their neighbourhood (thus more “eyes and ears” on the street), and reducing travel time to distant facilities.

The City should also consider developing a community public art program which could include:

• the placement of public art features in some Burnaby parks, especially those with youth facilities such as skateboard rings and youth centres
• sponsorship, along with the business community and others, of art workshops and festivals for youth
• collaboration with the business community and community institutions in making walls and other surfaces available for public art, e.g. sides of buildings, construction hoardings, etc.
• collaboration with the Burnaby School District in the creation of student public art programs for identified public locations
• the pursuit of a community street banner program as more specifically described under section 6.2.6

The City of Vancouver has a community public art program which could, perhaps, be used as a model.

7.2.7 Increase personal responsibility for vulnerable goods

In order to facilitate better tracking of stolen goods, the City of Burnaby and the Burnaby RCMP should strengthen their efforts to educate the general public to:

• record and keep in a safe place the serial numbers of personal goods which are easily portable during a robbery
• participate in the RCMP’s Property Engraving Program, whereby the public can borrow engraving tools from the RCMP detachment for up to 48 hours to mark portable goods

7.2.8 Enhance public safety in emergency and crisis situations

The City of Burnaby should:

• actively publicize on a regular and ongoing basis, the plans and strategies it has
in place for coping with major emergency situations and ensuring Y2K compliance

- update its web site to include detailed Burnaby-based information on Y2K and how Burnaby residents can best plan for emergency/crisis - including locations of public shelters and supplementary communications facilities. The process for re-uniting facilities and dates for public seminars on the issues should be posted.

7.2.9 Incorporate Crime Prevention Through Environmental Design (CPTED) principles

CPTED principle should continue to be incorporated in the future planning of the area. Implemented on a site-by-site basis during the course of the area’s development, surveillance opportunities should be maximized by making pedestrian paths highly visible, by increasing lighting - through the establishment of minimum lighting standards for pedestrians - and by altering the landscaping so that pedestrians are not isolated. Though implemented on a site-by-site basis, the principles should strive to achieve a co-ordinated CPTED strategy for the overall area.

7.2.10 Improve pedestrian safety

Improving the pedestrian environment could include a package of measures such as enhancing boulevards, improving pedestrian crossings at intersections, traffic calming and installing more stop signs and traffic signals in close proximity to schools. Additionally, area-wide sidewalk improvements should be explored on the neighbourhood routes serving schools. As well other highly visible markers (e.g. banners on lamp posts, speed humps and different street treatments) that clearly distinguish school zones from other areas, and which aim to reduce vehicular speeds in the area should be explored.

All of the above suggestions are based on the notion that a greater pedestrian presence makes for a safer urban environment, and so aim to encourage greater use of streets and other public spaces.

8.0 TRANSPORTATION

8.1 OBJECTIVES

The transportation system in the Royal Oak area should support the development of the community as a safe and pleasant place to live, work and recreate. Although traffic needs to move safely and efficiently, transportation in the community should emphasize public transit, cycling and pedestrians over the demands of the automobile and provide the facilities to satisfy these needs. The following objectives reflect this direction:

a) Integrate SkyTrain into the community
b) Improve bus service
c) Enhance pedestrian safety, convenience and aesthetics
d) Provide safe cycling facilities
e) Improve roads for all modes of travel

8.2 RECOMMENDATIONS

The suggestions listed below refer to various actions needed to be pursued by the City of Burnaby and other agencies involved in the provision of transportation to address the objectives outlined above.

8.2.1 Integrate the SkyTrain station into the community

a. Station Access Improvements
   
   • Improve the pedestrian networks to the station by providing missing sidewalks and street lighting
   • Provide secure bicycle storage
   • Provide taxi stand area

b. Adjacent Development
   
   • Urban village-type developments with street front pedestrian-oriented local commercial near the station to generate activity.

8.2.2 Improve bus service

a. Complete a South Burnaby Transit Area Plan

The City of Burnaby has requested that GVT/A TransLink complete a transit area plan that would identify improvements to bus services in the South Slope area.

This area plan would be the basis to implement longstanding requests for service changes including the following:

   • a new route on Rumble Street extending throughout the South Slope between Edmonds Station and Boundary Road
   • a new bus route extending from the Big Bend office/industrial park to Kingsway (Metrotown), to the Deer Lake Administrative/Cultural Area and to a future SkyTrain station on the Lougheed Highway
   • increased service frequencies on both new and existing routes in the South Slope and the #100 bus route that operates on Marine Drive between New Westminster and the airport

b. Smaller Shuttle Bus Services

Shuttle bus services using smaller vehicles should be used in the South Slope area to provide north/south access from Marine Drive to Rumble Street (with connections to the Rumble Street bus service) and to SkyTrain stations.
8.2.3 **Enhance pedestrian safety, convenience and aesthetics**

Many parts of the area lack pedestrian facilities such as sidewalks, crosswalks, pedestrian signals at major roads and adequate street lighting. Clearly, these facilities are required to encourage local trips to be taken without using the private vehicle, including school trips and walking trips to SkyTrain and to bus services.

a. **Neighbourhood Routes**

Pedestrian improvements should be provided on an integrated system wide basis throughout the area. A continuous network of neighbourhood pedestrian and cycling routes should incorporate sidewalks, pedestrian signals, crosswalks, street lighting and landscaping to provide safe, continuous, convenient and comfortable pedestrian routes. Neighbourhood routes identified as priority improvements for pedestrians and cyclists in the area are shown on the attached Sketch # 4.

b. **Sidewalks**

New and upgraded sidewalks in the area are currently provided through the Local Improvement Program, or as part of a road improvement project undertaken by the City, or alternatively by developers as a condition of rezoning or subdivision. As this process involves the construction of sidewalks on a project by project basis rather than a system-wide basis, it produces discontinuities in the sidewalk network that can be inconvenient and unsafe for pedestrians. Funding arrangements should be explored which would allow the City to initiate sidewalk improvements on an area-wide or system-wide basis on neighbourhood routes, especially those that serve schools in the area. Specific priorities identified include the following:

- Rumble Street - McPherson to Gilley Avenue
- Clinton Street - McPherson Avenue to Gilley Avenue
- Roslyn Avenue (south of Rumble Street)
- MacPherson Avenue (south of Rumble Street)
- Access pathway via Froggers Creek Park to Marine Drive

c. **Pedestrian Signals**

Signalized pedestrian crossings, where warranted, are an essential component of the neighbourhood pedestrian network to allow pedestrians to cross major roads safely. Rumble Street at Buller Avenue is a priority location for a pedestrian signal that could be converted to a full signal when warranted.

d. **Crosswalks**

Well-marked crosswalks are necessary, especially on neighbourhood routes to and from schools. Where pedestrian signals may not be warranted, crosswalks can
provide the crossing protection necessary to cross major roads such as at the following locations:

- Royal Oak at Watling Street
- Gilley pedestrian walkway crossing near Clinton Avenue

e. **Street Lighting**

Upgraded street lighting (including special pedestrian-scale lighting) provides safety and security on neighbourhood pedestrian routes and access routes to transit that are more likely to be used at night, including the following:

- Royal Oak Avenue (south of SkyTrain station)
- Clinton Street
- MacPherson Avenue
- Gilley Avenue

f. **Traffic Enforcement**

As the area contains many schools on major roads, speed enforcement in school zones is especially important. The following locations have been identified as particularly significant:

- Rumble school zone
- Royal Oak/Watling
- Royal Oak/Rumble left turn sign

Enforcement of the left-turn prohibition for westbound Kingsway traffic onto Imperial is also desirable. In the future, safe provision for this left-turn is desirable as part of the reconfiguration of this intersection.

8.2.4 **Provide safe and enjoyable cycling facilities**

a. **Neighbourhood Routes**

Cycling facilities of varying type and design from routes on local streets to gravel paths through park areas should be provided to accommodate local cycling within the area and link to city-wide facilities. The best route in this area is Portland Street that links to Ron McLean Park to the East and requires minor improvement south of Clinton School.

b. **Cycle Roads**

Major Roads including Royal Oak, Gilley, Nelson, Imperial and Rumble would provide an additional 0.6 m. (2 ft.) in the curb lane to accommodate regular cyclists.
c. **Urban Trails**

The area is served by the BC Parkway (along the SkyTrain line) which functions as an Urban Trail accommodating both pedestrians and cyclists in an off-street location.

In the future, an Urban Trail would be developed along Nelson Avenue that would connect north to an Urban Trail on Royal Oak to the Deer Lake Parkway Urban Trail and south via Nelson to the Fraser River Foreshore Urban Trail.

### 8.2.5 Improve major roads for all modes of travel (see attached Sketch # 3)

#### a. Kingsway and Related Road Improvements

Kingsway is the major regional arterial serving the area and a focus of commercial activity. However, as travel grows, increased delay on Kingsway will encourage drivers to seek other routes through the Royal Oak area, especially the major roads through residential areas including Rumble and Imperial streets.

To avoid this problem, Kingsway should be developed to a full arterial standard that emphasizes mobility for traffic over providing access to individual developments. The design for Kingsway to be implemented with redevelopment in the corridor would include a centre raised median restricting left turn in and out movements except at signalized intersections where left turn bays are provided. This design standard includes separated sidewalks with landscaped boulevards to improve pedestrian safety and comfort.

To further promote traffic movement on Kingsway and to facilitate north/south movements across Kingsway, the Royal Oak and Imperial intersections will be upgraded. The northwest/southeast orientation of Kingsway creates several oblique (non-right angled) intersections that tend to be unsafe for both pedestrians and vehicles. To address this condition near Kingsway and Imperial, it is proposed to close Russell Avenue (north of Kingsway) and Lane Street (south of Kingsway) in conjunction with the upgrading of the Kingsway/Imperial intersection.

Another related improvement proposed in conjunction with future redevelopment of the area is full signalization of the intersection of Kingsway/MacPherson and realignment of MacPherson Avenue to Elgin Avenue to provide access to Kingsway and to the south and to provide another north/south route to supplement Royal Oak and Gilley. In conjunction with this realignment a new local road is recommended parallel to and north of Kingsway (see Sketch # 3) with the closure of Elgin Avenue just north of this new road.
b. **Rumble Street**

The proposed improvements to Kingsway are intended to attract more traffic away from other major roads like Rumble and Imperial whose function is to carry more local traffic.

To emphasize this local function, the sections of Rumble Street that are currently in an interim standard of development should be upgraded to a final standard. MacPherson Avenue (south of Rumble) would also be closed to eliminate the hazardous “offset T” intersection configuration on MacPherson north and south of Rumble.

In the Burnaby Transportation Plan, Rumble Street is designated as a Major Collector-Greenway that provides for two travel lanes (one in each direction), two parking lanes, a landscaped median, wider curb lanes for cycling and separated sidewalks with boulevards. A revised design eliminating the landscaped median and replacing it with wider landscaped boulevards and an off-street cycling facility is recommended to better suit the needs of cyclists and pedestrians, and to better accommodate intersection access and driveway access for adjacent residents (see **attached** Sketch # 5).

c. **Traffic Signals**

Desirable traffic signal improvements in the area include:

- Left turn phases at Royal Oak/Kingsway and Royal Oak/Rumble
- Left turn on Nelson Avenue at Imperial
To avoid this problem, Kingsway should be developed to a full arterial standard that emphasizes mobility for traffic over providing access to individual developments. The design for Kingsway to be implemented with redevelopment in the corridor would include a center raised median restricting left turn in and out movements except at signalized intersections where left turn bays are provided. This design standard includes separated sidewalks with landscaped boulevards to improve pedestrian safety and comfort.

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c. Traffic Signals

Desirable traffic signal improvements in the area include:
- Left turn phases at Royal Oak/Kingsway and Royal Oak/Rumble
- Left turn on Nelson Avenue at Imperial
Royal Oak Study Area - Context

Sketch #1
Royal Oak Study Area

LEGEND:

- Urban Trail (Pedestrian/Cycling)
- Neighbourhood Routes
- Cycle Roads

Sketch #4
Rumble Street

Proposed Typical Cross Section

Sketch #5