

**TO:** PLANNING AND DEVELOPMENT COMMITTEE (PDC)  
**FROM:** GENERAL MANAGER PLANNING AND DEVELOPMENT  
**SUBJECT:** **ROYAL OAK URBAN VILLAGE COMMUNITY PLAN PHASE 2  
PUBLIC CONSULTATION: DETAILED DRAFT PLAN DIRECTIONS**  
**PURPOSE:** To seek Council endorsement of the Phase 2 detailed draft plan directions for the Royal Oak Urban Village Community Plan; and to initiate the Phase 2 public consultation process for community input.

## RECOMMENDATIONS

**THAT** the detailed draft plan directions for Phase 2 of the Royal Oak Urban Village Community Plan, as a basis for receiving community input as outlined in the report “Royal Oak Urban Village Community Plan Phase 2 Public Consultation: Detailed Draft Plan Directions, dated April 8, 2024, be endorsed; and

**THAT** staff be authorized to undertake the Phase 2 public consultation process, as outlined in the report.

## EXECUTIVE SUMMARY

Phase 1 public consultation for the Royal Oak Urban Village Community Plan (the “**Royal Oak Plan**”) was completed during the summer of 2023. This report provides Phase 2 detailed draft plan directions for the Royal Oak Plan, which were developed based on community feedback received during Phase 1. Subject to Council authorization, staff will use the detailed draft plan directions as a basis to conduct Phase 2 public consultation in spring 2024. Feedback received during Phase 2 will help to shape the finalized draft community plan in Phase 3.

### 1.0 POLICY SECTION

The 1998 Burnaby Official Community Plan (OCP) identifies Royal Oak as an Urban Village. Urban Villages are intended to provide more moderate multi-family residential densities near locally-serving commercial uses, employment, recreation, schools and other everyday needs. The mix of services and housing in Urban Villages helps to bridge the gap between Town Centres and smaller-scale commercial and residential neighbourhoods in the City.

The development of the new Royal Oak Plan is consistent with direction provided by Council-adopted plans and policies, including: Corporate Strategic Plan (2022), Regional Context Statement (2013), Official Community Plan (1998), Social Sustainability Strategy (2011), Environmental Sustainability Strategy (2016), Economic Development Strategy (2007), Climate Action Framework (2020), Burnaby Safety Plan

(2020), Burnaby Transportation Plan (2021), Home Strategy (2021), and Rental Use Zoning Policy (2020).

## 2.0 BACKGROUND

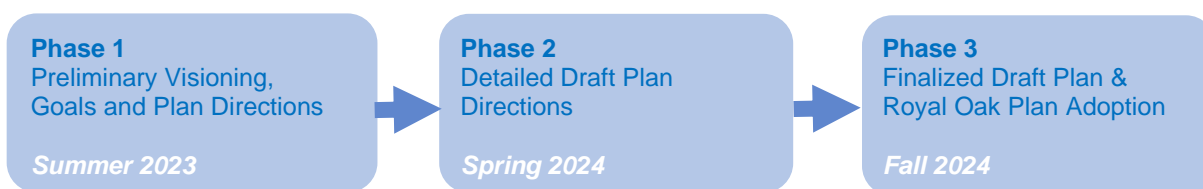
On May 10, 2023, the Planning and Development Committee (PDC) received a report, which outlined how the planning process to develop the new Royal Oak Urban Village Community Plan (the **“Royal Oak Plan”**) would be launched, beginning with Phase 1 public consultation to seek public input on the preliminary visioning, goals and plan directions for the new community plan. Council authorized staff to proceed with Phase 1 public consultation on June 5, 2023, and this initial phase was conducted throughout the summer of 2023. Results from Phase 1 public consultation were summarized in a report received by PDC on November 8, 2023, including key themes, issues raised, and how Gender-Based Analysis Plus (GBA+) tools and strategies were implemented during the consultation process as part of an ongoing pilot project.

Based on public input received during Phase 1, staff have developed the detailed draft plan directions described in this report as a basis for proceeding with Phase 2 public consultation. The detailed draft plan directions provide more specific information and policy directions around future proposed land use and development, public space and mobility, and housing and community building that will allow the public to provide more structured and targeted feedback prior to the finalized draft Royal Oak Plan being presented to the public in Phase 3 (fall 2024). Based on input received in Phase 3, staff will make any outstanding minor revisions to the finalized draft Royal Oak Plan, as needed, prior to presenting it to PDC and Council for consideration and approval (fall 2024).

## 3.0 GENERAL INFORMATION

### 3.1 Overview of the Community Plan Process

Phase 2 public consultation marks the mid-point of the community planning process (see **Figure 1** below) in which staff will be seeking feedback on the detailed draft plan directions for the new Royal Oak Plan. The scope of the detailed draft plan directions are further described in section 3.2 of this report.



3.2 Phase 2 Detailed Draft

Figure 1. Community Plan Development Process for the Royal Oak Plan

Key components of the Phase 2 detailed draft plan directions for the new Royal Oak Plan are outlined below. The *Royal Oak Urban Village Community Plan Phase 2*

*Public Consultation Discussion Guide* (see **Attachment 1**) is a comprehensive document that describes these directions in further detail. In combination with other engagement materials and documents, this discussion guide will be presented to the community as the basis for generating discussions and soliciting feedback during Phase 2 public consultation. It is noted that all information presented in the Phase 2 discussion guide should not be treated as finalized and are still subject to revision based on feedback received during Phase 2 public consultation.

### **3.2.1    *Draft Vision, Key Values and Goals***

Part 1 of the Phase 2 discussion guide establishes a draft vision and a more concise and targeted set of key values and goals moving forward that will help shape the finalized Royal Oak Plan. The draft vision for Royal Oak is as follows:

*“Royal Oak is a vibrant, diverse Urban Village that maximizes its strategic location along Kingsway and the Expo SkyTrain line between Metrotown and Edmonds, and provides a complete range of housing, recreational and creative employment options.”*

The key values and goals encompass several strategies being actively pursued by the City on both neighbourhood and city-wide levels, including those around climate action, building resilient communities, and enhancing opportunities for housing, employment, recreation, and cultural expression. The key values and goals are identified in **page 7 of Attachment 1**.

### **3.2.2    *Community Plan Area Boundary***

Phase 1 public consultation presented options for how the Royal Oak Urban Village plan area boundary may be amended through the community planning process. Feedback revealed a variety of opinions about the proposed amended plan boundary, but overall, it was well supported, with many noting that it more accurately captures the Royal Oak area. As part of Phase 2 public consultation, staff will seek further feedback on these potential plan boundary adjustments in the context of more comprehensive information. This will help community members provide more targeted and specific commentary on whether they support amending the Royal Oak plan area boundary. The proposed plan area boundary is identified in **page 12 of Attachment 1** and is consistent with the boundary proposed in Phase 1, which includes the area generally bounded by Oakland Street to the north, Gray Avenue/Royal Oak Avenue to the west, Portland Street to the south, and Gilley Avenue to the east.

### **3.2.3    *Land Use and Development***

Part 4 Land Use and Development is a core component of the Phase 2 discussion guide that provides key information on future land uses that will be supported in different areas of the Royal Oak Urban Village, as well as outlining future development potential of properties included within the proposed plan area boundary

at a parcel-specific level. This section includes a draft land use designations map and table that assigns a land use designation (or combination of designations) to each property (see **pages 19-20 of Attachment 1**). Each land use designation corresponds with supported potential future land uses as well as building typologies, heights and forms, clearly indicating the future land use potential that the community plan would support if a redevelopment proposal (e.g. rezoning) were to be submitted for a specific development site after plan adoption. The land use designation map is supplemented by a proposed building height map, which indicates projected proposed building height ranges throughout the Royal Oak Urban Village, assuming full build-out of the plan boundary area over the long-term (see **page 37 of Attachment 1**). It is noted that the land use designations and supported building height ranges indicated in the Phase 2 materials are consistent with recent provincial legislation pertaining to minimum heights for future residential development within Transit-Oriented Areas (TOA's).

The land use and development section also identifies several distinct neighbourhood areas within the Royal Oak Urban Village, and describes each of their roles within the wider Royal Oak community. While these neighbourhood area descriptions are useful for generating discussions about placemaking and community identity in the context of the Royal Oak Urban Village, they also provide further building form and urban design guidance for future developments to serve specific goals, such as to frame certain streets and public spaces, to accommodate smoother building height transitions between neighbourhoods, or to encourage variation in building form and architecture depending on context and location.

All components of the land use and development section, as well as other sections of the plan, continue to envision the development of two distinct, interconnected mixed-use nodes within the Royal Oak Urban Village that will become key focal points for the community with a concentration of housing, commercial uses, and civic and community amenities and services.

It is noted that several complimentary planning processes are ongoing at this time, including updates to the Official Community Plan and the Zoning Bylaw which may further refine the land use and development potential of properties within Royal Oak. Notwithstanding, the material presented in Phase 2 is consistent with the preliminary directions for these projects.

### ***3.2.4 Public Space and Mobility***

Part 5 Public Space and Mobility of the Phase 2 discussion guide outlines strategies for preserving and enhancing various aspects of public space and mobility in Royal Oak as future development occurs and it continues to evolve into a complete Urban Village community. This includes strategies for enhancing the community's blue-green space network (i.e. its network of parks, trails, forested areas, streams, riparian habitats and other natural areas), identifying key character street and plaza

locations and enhancing the community's pedestrian, cyclist, public transit and street networks through time, in line with the goals of the Burnaby Transportation Plan and the City's Climate Action Framework. Several key big moves are identified in this section, including enhancements to the BC Parkway and proposed new parks along the BC Parkway and elsewhere in the community, including significant expansions to existing parks such as Kisbey Park. Major street network improvements are also proposed, with a focus on facilitating north-south connectivity, with Royal Oak Avenue identified as a key character street to link the two mixed-use nodes at Kingsway and Royal Oak Avenue, and the area surrounding the Royal Oak SkyTrain Station.

### **3.2.5 Housing and Community Building**

Part 6 Housing and Community Building of the Phase 2 discussion guide provides detailed draft policy directions to support and encourage a full spectrum of housing typologies and tenures that are close to transit and services, community amenities that contribute to a complete and rich community, ways to build community identity, participation and stewardship, and a broad diversity of commercial offerings and employment options to cultivate local entrepreneurship. These directions incorporate feedback received during Phase 1, including those pertaining to heritage and cultural preservation, supporting a thriving creative employment district, and efforts to create special places through public realm enhancements (e.g. improvement of the BC Parkway and encouraging a brewery row along Beresford Street).

### **3.3 Next Steps**

Subject to Council authorization, staff will use the detailed draft plan directions referenced in this report and further detailed in Attachment 1 as a basis for conducting Phase 2 public consultation during spring 2024. Specific public consultation methods and strategies that will be used during Phase 2 are described below in section 4.0 of this report. Feedback received during Phase 2 will help to shape the draft Royal Oak Plan, which will be presented to the public during the third and final phase of the community planning process, before subsequently advancing to PDC and Council for final consideration and approval in fall 2024.

## **4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT**

Building upon the notification process for Phase 1 of the Royal Oak Plan, staff will conduct an advertising campaign ahead of Phase 2 public consultation consisting of print, online and social media advertising and mailed notifications to area residents, tenants, businesses, and property owners. Traditional methods such as open house events and a Phase 2 online survey will be used to engage with residents, community members and partners, and to gather input and feedback on the detailed draft plan directions. Drawing from feedback received during Phase 1, staff will utilize a more interactive digital platform to allow options to shorten the Phase 2 survey (based on the respondent's preferences) and to request input using a more concise set of questions. As an alternative for members of the public who do not wish to complete the survey,

staff will also provide a supplementary digital platform on the project webpage for the public to easily and conveniently submit shortform comments on a specific issue or topic of concern.

In addition to standard engagement tools and methods, staff will be available throughout the Phase 2 public consultation process to receive mailed feedback, correspond with individuals via phone or email, and organize and attend in-person or virtual meetings with individuals, key partners or community groups to discuss the Phase 2 material. Expanding on efforts during Phase 1 to implement Gender-Based Analysis Plus (GBA+) tools and strategies as part of ongoing public consultation efforts, the project team will remain open during Phase 2 to engage with the public using other methods, upon request by residents or other community members and subject to staff availability and resources.

## **5.0 FINANCIAL CONSIDERATIONS**

A one-time funding request for \$110,000.00 to complete the Edmonds, Royal Oak and Cascade Heights Plans, and to initiate further anticipated community plan updates, was included as part of the 2024 - 2028 Financial Plan process for Council's consideration. This includes provisions for the additional resources required to complete the remaining phases of work, which will occur throughout 2024.

Respectfully submitted,

E.W. Kozak, General Manager Planning and Development

## **ATTACHMENT**

Attachment 1 – Royal Oak Urban Village Community Plan Phase 2 Public Consultation Discussion Guide: Detailed Draft Plan Directions  
(see **[Burnaby.ca/YourVoice-RoyalOak](https://burnaby.ca/YourVoice-RoyalOak)**)

*Note: Due to large file size of the attachment, please see the City of Burnaby website.*

## **REPORT CONTRIBUTORS**

This report was prepared by Andrew Yu, Planner 2, and reviewed by Mark Norton, Planner 3, and Johannes Schumann, Director Neighbourhood Planning and Urban Design.