

28. Re: Deer Lake Development Concept

On November 2, 1973, the Minister of Municipal Affairs, the Honourable James G. Lorimer, announced that the Lower Mainland Regional Correctional Centre (Oakalla), would be phased out and that the farming sections of the Centre were to be made available for park development. The implementation of any park proposal on these lands would be subject to the Provincial Government's endorsement of the development proposals. Accordingly, the Planning Department has completed a Development Plan Concept for the region west of Deer Lake, a copy of which is attached for the consideration of Council.

The concept was approved by the Parks and Recreation Commission on January 23, 1974.

The Planning Department has had recent discussions with the Attorney-General's office. Evolving from the discussions is an agreement that once the plan for development of parkland has been accepted by the Provincial Government, we will jointly define the areas to be made available for this purpose, together with the lease that will be required. It should be noted that we do not have a lease on Deer Lake which is owned by the Province.

RECOMMENDATIONS:

THAT Council approve in principle the Development Plan Concept as described in the attached report; and

THAT Council adopt the following Development Plan proposals as outlined in the report:

- a) Copies of this report to be forwarded to the Department of Municipal Affairs and the Attorney-General's Department for their endorsement.
- b) Staff be authorized to determine in conjunction with the Attorney-General's Department those areas that may become the subject of a formal lease agreement between the Municipality and the Provincial Government.
- c) At the appropriate time, a landscape architect be retained to prepare a detailed landscape plan for the town park within guidelines provided by the Parks and Planning Departments.
- d) The designation of sufficient lands for the construction of an 18-hole golf course.
- e) The ultimate use of the prison buildings and its surrounding areas to be the subject of a further study, but should be of a recreational and/or public nature; and

THAT the Province be requested to arrange a long-term lease on Deer Lake in favour of the Municipality.

ITEM 28

MANAGER'S REPORT NO. 7

COUNCIL MEETING Jan. 28/74

# DEER LAKE DEVELOPMENT CONCEPT

BURNABY PLANNING DEPARTMENT  
JANUARY 1974

## TABLE OF CONTENTS

	Page
A. BACKGROUND	1
B. PURPOSE	1
C. THE BURNABY CENTRAL VALLEY Overview Study Area Objectives	1
D. ANALYSIS Land Use Zoning Property Ownership Roads	2
E. DEVELOPMENT PLAN CONCEPT Town Park Golf Course Upland Area Vehicular Access and Egress	4
F. IMPLEMENTATION	5
G. SUMMARY OF LAND USE ALLOCATIONS	6
H. SUMMARY RECOMMENDATIONS	7

## A. BACKGROUND

The need for public open space and the potential of Deer Lake and its surrounding areas for recreational purposes has long been recognized. The recent announcement by the Provincial Government to terminate the gaol function at Oakalla Prison Farm within five years, and to immediately phase out the farming aspect of the institution to facilitate park development on those lands, provides the opportunity to realize that potential. It is anticipated that the available lands will be for park development only, and are to be the subject of a long term lease agreement between the Municipality and the Provincial Government.

## B. PURPOSE

Although Burnaby has a wide range of park types, they are for the most part physically independent of one another. The concept of linear parks as illustrated on Figure 1 attempts to provide wherever possible, a continuous link with schools, parks and natural characteristics throughout the Municipality. Such a system would have as one of its major foci, the Burnaby Central Valley complex. The purpose of this report is to:

- 1) Prepare a development concept that will determine in what manner the lands made available by the relocation of the Oakalla Prison Farm and the surrounding areas can best be part of this comprehensive park system.
- 2) Gain in principle, Council approval of the development concept in order that implementation of the concept may proceed.

## C. THE BURNABY CENTRAL VALLEY

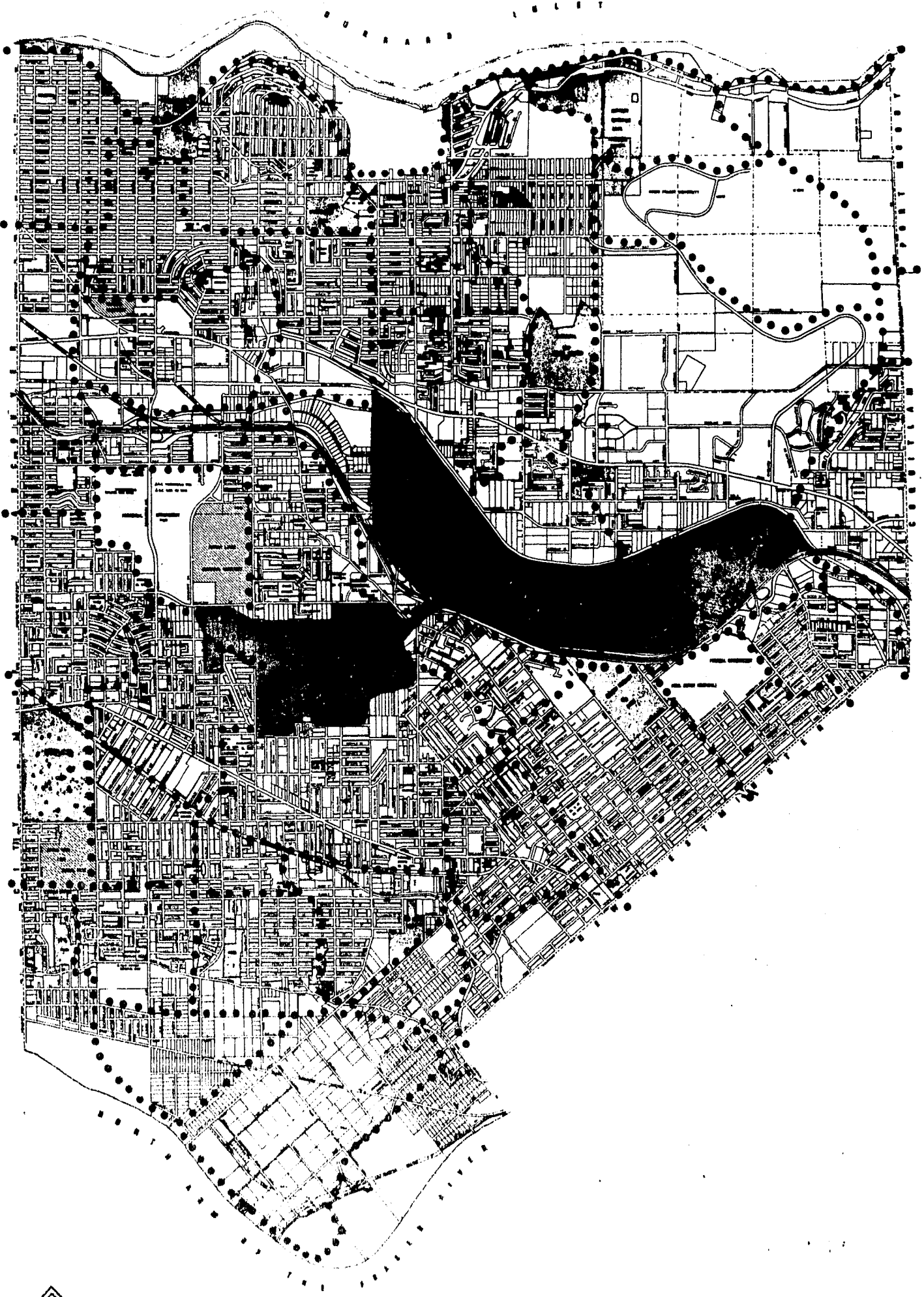
### 1. OVERVIEW

In recognition of the fact that the Burnaby Central Valley possesses natural characteristics that would permit a diverse range of outdoor environment and recreational activities, certain proposals have been advanced for the Burnaby Lake and Municipal Hall areas to enhance these assets. Proposals include the establishment of a nature trail system around Burnaby Lake, a sports complex west of Burnaby Lake and a Civic Complex incorporating a library, art gallery and theatre immediately south of the existing Municipal Hall. Work has commenced on the construction of nature trails round Burnaby Lake while the area west of the lake already has tennis courts, ice rinks, playing fields and a swimming pool.

### 2. STUDY AREA

The specific area of the Central Valley that is under study comprises the Oakalla Prison Farm and those undeveloped Municipal holdings north, east and west of Oakalla, (see Figure 2).

.../2

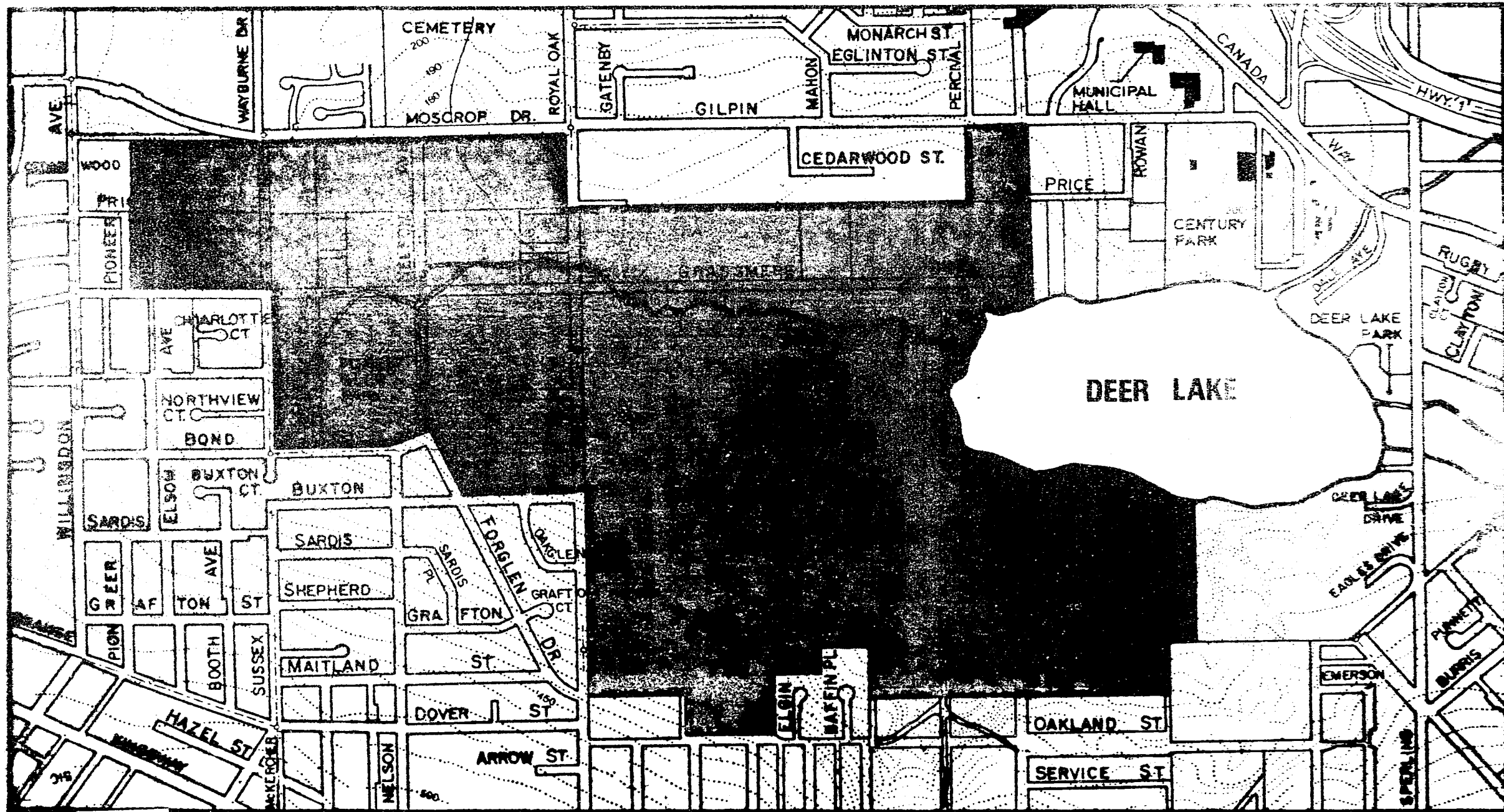


0 1/2 1 MILE

●●● DIAGRAMMATIC PARK ALIGNMENTS  
■ CENTRAL VALLEY RECREATIONAL COMPLEX

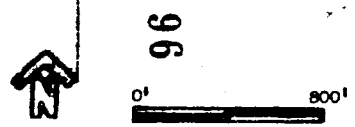
# BURNABY LINEAR PARK CONCEPT

Figure 1



**STUDY AREA**

Figure 2



ITEM 28  
 MANAGER'S REPORT NO. 7  
 COUNCIL MEETING Jan. 28/74

## C. 3. OBJECTIVES

Within the context of the Burnaby Central Valley, the following objectives are necessary guidelines for the formulation of the development plan concept:

- a) To provide a park development that would be complementary to the overall recreational character of the Burnaby Central Valley.
- b) To create a visual and functional link with adjacent aspects of the Central Valley recreational complex.
- c) To maximize public access to Deer Lake.

D. ANALYSIS

The analysis will endeavour to relate the problems and facts of development with the areas in which they occur. In this way, the potentialities, problems and degree of development relative to the objectives can be assessed and used as input in the formulation of the development plan concept. A description of the influencing factors follows:

1. LAND USE

The existing land use of the study area and its immediate surroundings is shown on Figure 3. As each land use has its own particular influence on the development concept, a closer examination will now be made of the different uses.

a) Deer Lake

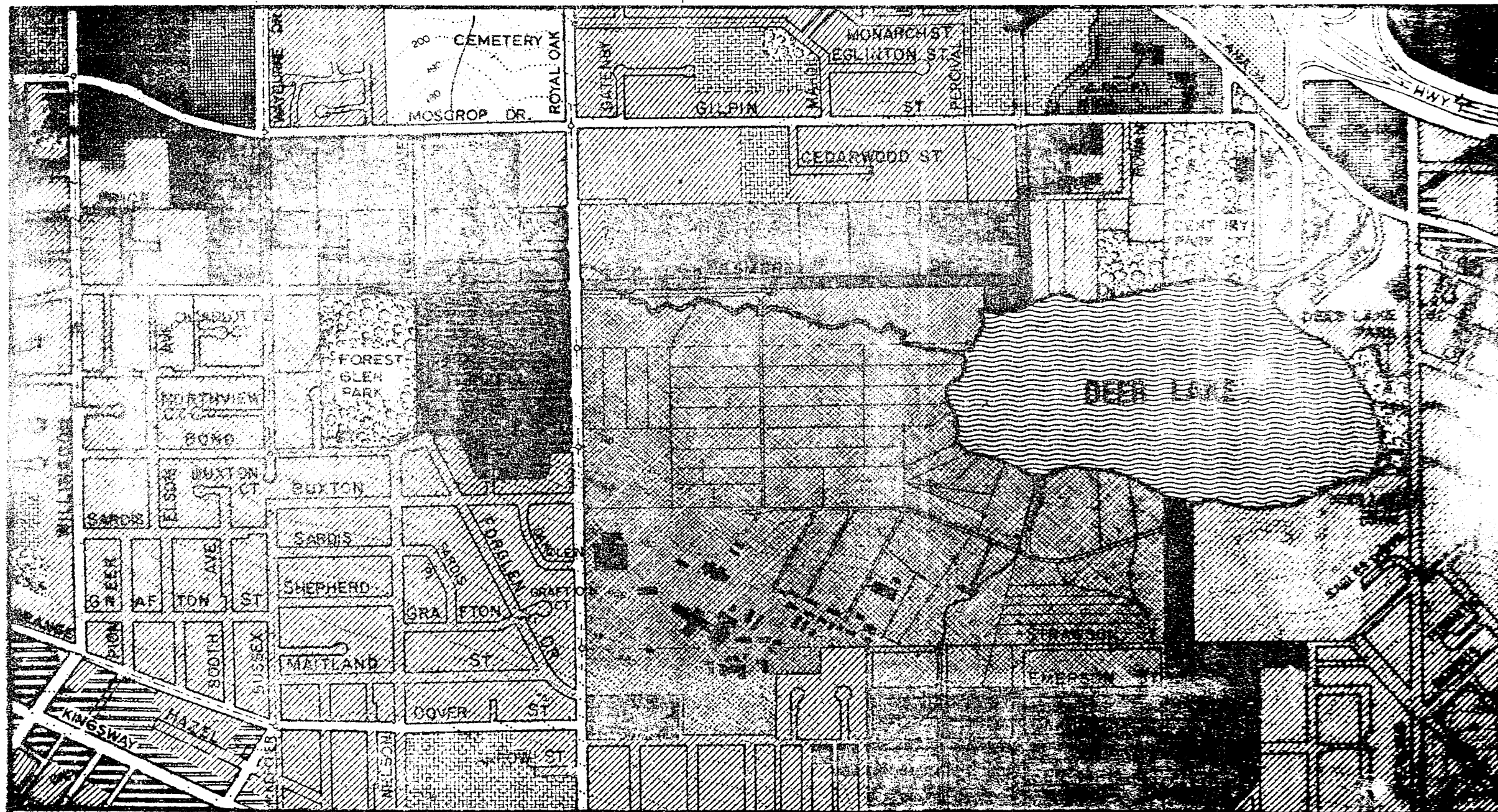
According to the Burnaby Park Sites report of November, 1961, prepared by the Planning Department, Deer Lake Park, which provides Burnaby's only bathing beach, is perhaps one of the most popular and overcrowded recreational facilities in the Municipality. In addition to bathing, the lake is also popular for boating and fishing by children. This popularity coupled with the shortage of suitable sites for water recreation elsewhere in Burnaby, emphasizes the importance of Deer Lake. Public access to the lakeshore is limited to Deer Lake Park and Century Park which have a combined waterfrontage of approximately 2,170 feet. Additional park facilities on Deer Lake to take advantage of the natural setting and to augment the existing amenities should be a prime consideration.

b) Oakalla Prison

The Oakalla Prison has a gross area of 227.5 acres, and in terms of landscape character and land use, has three distinct parts.

The northern section of Oakalla is traversed by a stream that discharges into Deer Lake. Although this area is marshy in parts, the stream is an asset to any recreational development in the area and will be an important design feature.

The prison buildings are situated in the southwest segment of the grounds which is also the steepest and highest part of the study area. Discussions with the prison authorities have indicated a buffer zone will be required between any park development and prison facilities still operating in this area. On account of the elevated position, the ultimate land use of this sector should be of such a nature that it will complement adjacent development and can take advantage of the views afforded by its dominant location.



- |                |               |              |
|----------------|---------------|--------------|
| OAKALLA PRISON | SCHOOLS       | COMMERCIAL   |
| RESIDENTIAL    | PARKS         | RECREATIONAL |
| UNDEVELOPED    | INSTITUTIONAL |              |

# EXISTING LAND USE

Figure 3

ITEM 28  
 MANAGER'S REPORT NO. 7  
 COUNCIL MEETING Jan. 28/74



- D. 1. b) The remainder of the prison ground is mostly under cultivation and it is this area that is particularly important to the success of the development plan. It is accessible to the lakeshore, the valley, the higher grounds on which the prison buildings are located, and has the qualities to provide a pleasant and attractive park development consistent with the objectives of the study.

c) Surrounding Areas

A mixture of residential, civic, park and undeveloped lands surround Oakalla and Deer Lake. Most of the undeveloped areas are north and west of Oakalla. This well treed area is flat in parts and relatively steep in others. When considered as an independent park facility, these lands have only limited potential for recreational purposes, but when they are combined with Oakalla, the recreational possibilities of both sites are considerably improved. The area immediately south of the Municipal and Courthouse complex is developing into a 'cultural centre' which forms an important element in the provision of a diverse range of recreational activities for the Municipality. A pedestrian link between any park development west of Deer Lake and the centre, is necessary to provide for movement between the two areas and continuity of the park system. With the exception of some residential development on Deer Lake and at the corner of Royal Oak Avenue and Grassmere Street, residential uses are concentrated on the periphery of the study area. The acquisition of certain residential properties already included in the current Park Acquisition Program will facilitate the implementation of the objectives of the study and provide for a more unified site.

2. ZONING

As shown on Figure 4, the study area has a mixture of P6 (Regional Institutional), P3 (Park and Public Use), A2 (Small Holding) and R4 (Residential) zoning categories. In its final developed state, the dominant zoning surrounding the park would be residential, which will not be prejudicial to the overall recreational tone of the area. Ultimately, the rezoning of publicly owned land to park and public use will be necessary to accommodate the proposed park development.

3. PROPERTY OWNERSHIP

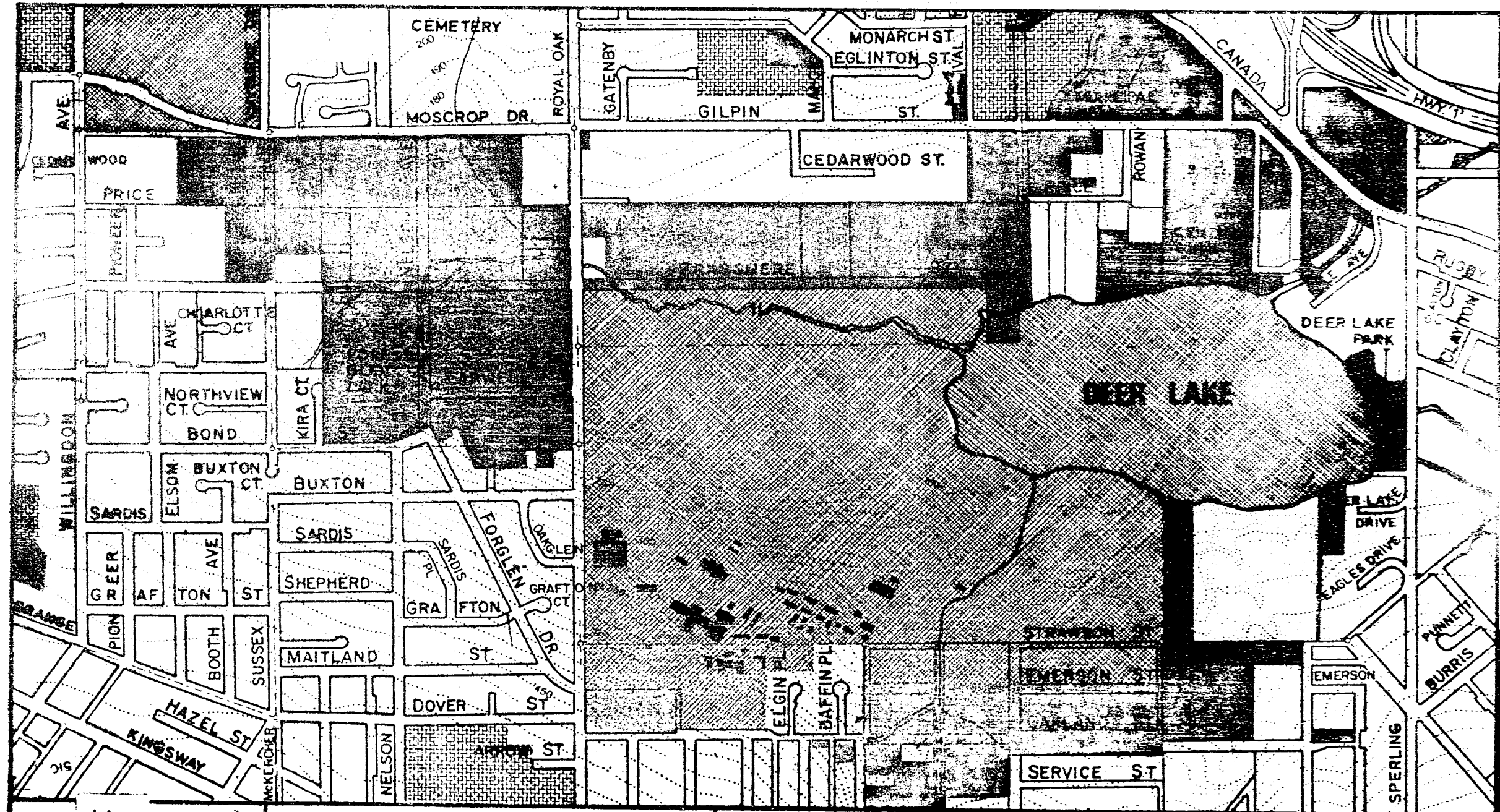
As indicated on Figure 5, most of the land in the study area is owned by the Provincial Government and the Municipality. Of the 7,800 feet of water frontage on Deer Lake, 3,168 feet are under Municipal ownership, 2,700 feet Provincial and 1,932 feet private.

A major goal in terms of Burnaby's park system has been to secure sufficient privately owned land abutting Deer Lake to facilitate public circulation round it. In harmony with this perspective, the Burnaby Park Acquisition Program has made provision for the acquisition of the private properties on both the north and east sides of Deer Lake, while the acquisition of the waterfrontage from properties south of the lake is a longer term objective.

4. ROADS

The major existing road that has an effect on the study area is Royal Oak Avenue. Royal Oak has steep grades, forms the western boundary of Oakalla Prison Farm and bisects the Municipal holdings to the north. Because of this steep grade, it would not be advisable to use Royal Oak for access or egress into any proposed park development.

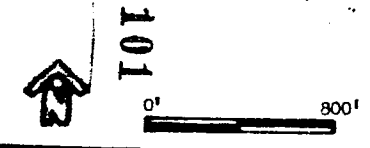




**EXISTING PROPERTY OWNERSHIP**

Figure 5

ITEM 28  
 MANAGER'S REPORT NO. 7  
 COUNCIL MEETING Jan. 28/74



- PROVINCIAL
- MUNICIPAL
- PRIVATE
- SCHOOL BOARD TRUSTEES

- D. 4. The Moscrop diversion, the Oakland extension and the Wayburne extension as shown diagrammatically on Figure 6, have been mentioned as possible future road alignments. The former two proposals have considerable merit in that they will be able to provide safe access to any development within the study area. However, in view of the Major Roads Study, these alignments may be subject to change and consequently, the proposed plan should exhibit sufficient flexibility to accommodate this uncertainty.

E. DEVELOPMENT PLAN CONCEPT

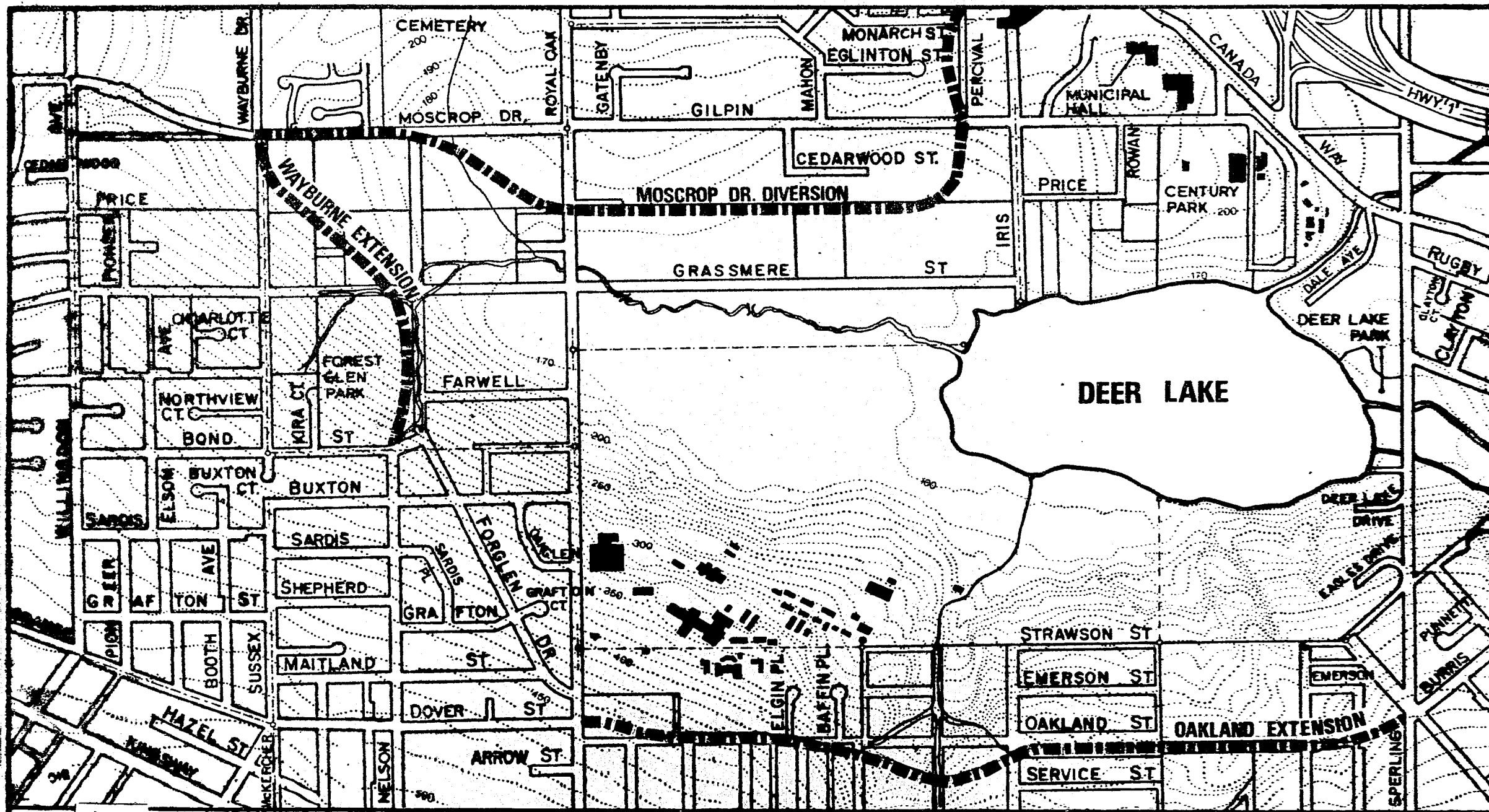
The development plan concept as portrayed on Figure 7 reflects the desire to provide a suitable range of recreational activities consistent with the objectives of the study and provide a focal point for the linear parks program. It is difficult to plan with precision for future leisure requirements. Increased affluence and mobility may bring unpredictable changes. It can be assumed, however, that with shorter working hours and an increasing population, the demand for recreational facilities will increase rapidly, and the preservation of land with good recreational potential to cater for this expansion, is necessary.

The park complex consists of three inter-related components that provide for the phased utilization of the upland area, the development of a town park round Deer Lake and a golf course in the valley and west and east of Royal Oak. These proposed facilities would complement the range of recreational activities in the Central Valley and so better cater for different age groups and life styles.

1. THE TOWN PARK

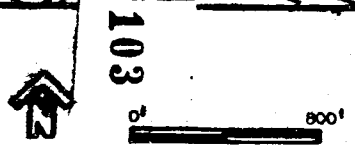
The decision to locate a town park in the designated area is based on the principle of providing a range of major recreational land use types within the Central Valley that are complementary to one another. As Burnaby does not have a true town park, the opportunities presented by the Central Valley developing as a diverse recreational area and a focus for the linear parks system allied to the qualities of Deer Lake and its surrounding areas, makes the development of a town park abutting the lake particularly desirable. The park does not lend itself to a standardized layout, and its value lies in the effective use of its natural features. The town park is 145 acres in extent and will provide an additional 2,700 feet of lakeshore frontage for public use. The configuration of the park is such that it can be easily reached by pedestrians along one of the linear parks, and further, it is capable of being integrated with future park proposals to the east.

In terms of recognition and function, a town park is what Central Park is to New York, Hyde Park to London and Stanley Park to Vancouver. Each park differs from the other, but has its own particular mood and character by which it is remembered. The proposed town park should reflect this image but with an identity related to the Burnaby Central Valley. The park is therefore inextricably associated with the notion of amenity, and as such, has an important environmental image necessitating a successful landscape plan. To accomplish this, IT IS RECOMMENDED THAT AT THE APPROPRIATE TIME, A LANDSCAPE ARCHITECT BE RETAINED TO PREPARE A DETAILED LANDSCAPE PLAN FOR THE TOWN PARK WITHIN GUIDELINES PROVIDED BY THE PARKS AND PLANNING DEPARTMENTS. The cost and terms of reference for the Landscape Architect will be the subject of a further report to the Municipal Council, as it is conceivable that a cost-sharing arrangement between the Provincial Government and the Municipality for such a service could be negotiated.

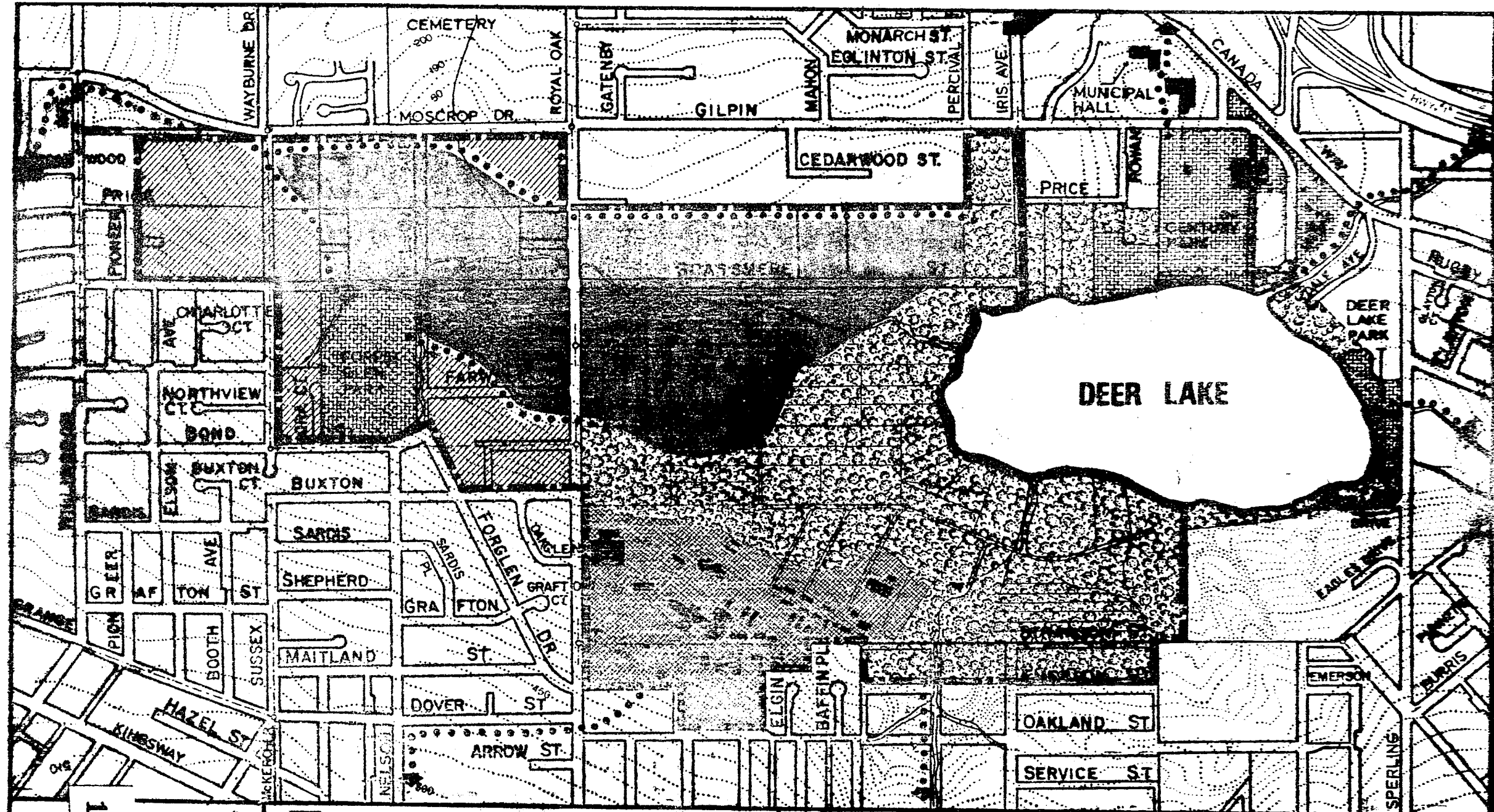


**POSSIBLE NEW ROAD ALIGNMENTS ( Diagrammatic )**

Figure 8



ITEM 28  
MANAGER'S REPORT NO. 7  
COUNCIL MEETING Jan. 28/74



**DEVELOPMENT PLAN CONCEPT**

Figure 7

ITEM 28  
 MANAGER'S REPORT NO. 7  
 COUNCIL MEETING Jan. 28/74

## E. 2. THE GOLF COURSE

The golf course can be considered as a major recreational and visual amenity in an area that presently only exhibits limited recreational potential. The 135 acre course would upgrade the Royal Oak Avenue valley, provide an appropriate extension of the town park and Burnaby would ultimately have 18 hole golfing facilities in the north, central and southern areas of the Municipality.

The 1961 Burnaby Park Sites report and a review of this report in 1967 both prepared by the Planning Department, advanced a standard of one golf course per 50,000 inhabitants. On this basis, Burnaby is considered capable of supporting almost three golf courses. These reports also suggest that a desirable location for a course would be on the Municipal holdings in the present study area. However, as the Municipal holdings are of insufficient area to accommodate an 18 hole golf course, an extension of the course between Royal Oak Avenue and the town park would provide the necessary acreage and a buffer between noise generated on Royal Oak and the more tranquil setting of the park. IT IS THEREFORE RECOMMENDED THAT PROVISION FOR AN 18 HOLE GOLF COURSE BE MADE IN THE DESIGNATED AREA.

The acquisition of a 1.08 acre parcel of land at the corner of Royal Oak and Grassmere Street as proposed in the Park Acquisition program for inclusion in the golf course, is supported. The southwestern boundary of the golf course reflects proposed residential subdivisions and a possible extension of Wayburne Drive.

## 3. THE UPLAND AREA

It is felt that the ultimate use of these 55 acres should be developed for recreational and/or public purposes as they become available. By virtue of the phased closure of the prison, IT IS RECOMMENDED THAT THE SPECIFIC USE OF THESE LANDS BE THE SUBJECT OF FURTHER STUDY. This would permit a more thorough examination as to the potential use of the buildings, and a closer evaluation of possible activities complementary to the town park. Uses that may be suitable include the provision of an 'outdoor classroom' where activities not normally found in urban areas could be established, a conservatory, a children's zoo or similar activities that would be an asset to the Burnaby Park system.

## 4. VEHICULAR ACCESS AND EGRESS

In an effort to preserve the natural qualities of the park site and to maintain a pedestrian oriented environment, vehicular parking should be concentrated on the periphery of the site with access and egress to these parking sites from the Moscrop diversion and the Oakland extension.

F. IMPLEMENTATION

The implementation of the concept will be contingent upon the Provincial Government's approval of the Deer Lake development concept and a satisfactory lease arrangement for portions of land that it does not immediately require, and eventually, for the remaining areas as they become available. IT IS THEREFORE RECOMMENDED THAT COPIES OF THIS REPORT BE FORWARDED TO THE DEPARTMENT OF MUNICIPAL AFFAIRS AND THE ATTORNEY-GENERAL'S DEPARTMENT FOR THEIR ENDORSEMENT, AND THAT STAFF BE AUTHORIZED TO DETERMINE IN CONJUNCTION WITH THE ATTORNEY-GENERAL'S DEPARTMENT THOSE AREAS THAT MAY BECOME THE SUBJECT OF A FORMAL LEASE AGREEMENT BETWEEN THE MUNICIPALITY AND THE PROVINCIAL GOVERNMENT.

G. SUMMARY OF LAND USE ALLOCATIONS

The following is a summary of the areas of the recreational land use types within the study area:

STUDY AREA ACREAGES BY LAND USE TYPE AND PROPERTY OWNERSHIP

LAND USE TYPE	PROPERTY OWNERSHIP			TOTAL
	Municipal	Provincial	Private	
Town Park	17.0	128.0	-	145.0
Golf Course	89.5	44.5	1.0*	135.0
Public/Recreational	-	55.0		55.0

\* Proposed for acquisition in the current Parks Acquisition Program




**H. SUMMARY RECOMMENDATIONS**

It is recommended:

1. THAT the Municipal Council approve in principle the Development Plan Concept as described within this report.
2. THAT the Municipal Council adopt the following Development Plan proposals as outlined within the report:
  - a) Copies of this report to be forwarded to the Department of Municipal Affairs and the Attorney-General's Department for their endorsement.
  - b) Staff be authorized to determine in conjunction with the Attorney-General's Department those areas that may become the subject of a formal lease agreement between the Municipality and the Provincial Government.
  - c) At the appropriate time, a landscape architect be retained to prepare a detailed landscape plan for the town park within guidelines provided by the Parks and Planning Departments.
  - d) The designation of sufficient lands for the construction of an 18 hole golf course .
  - e) The ultimate use of the prison buildings and its surrounding areas to be the subject of a further study, but should be of a recreational and/or public nature.

Respectfully submitted,

  
A. L. Parr,  
DIRECTOR OF PLANNING

BL:ea