

ITEM	14
MANAGER'S REPORT NO.	71
COUNCIL MEETING	Nov. 8/76

Re: BURNABY LAKE SPORTS COMPLEX
DEVELOPMENT PLAN CONCEPT

Attached is a report from the Parks and Recreation Administrator regarding the Commission's review and comments on the Burnaby Lake Sports Complex Development Plan Concept.

The Director of Planning has reviewed the recommendations that the Commission is referring to Council for consideration. The Director's comments are contained in the attached report.

It will be recalled that the Advisory Planning Commission submitted its comments on this matter to Council on October 25.

There is a divergence of opinion with respect to the second recommendation in the Administrator's report regarding the total exclusion of financial assistance by the Municipality to developers who express an interest in constructing facilities within the complex. The Manager concurs with the Planner's opinion that we should permit ourselves as much flexibility as possible, and that each proposal should be considered on its own merits. On the other hand, it is not difficult to accept Recommendation #2 from the Parks and Recreation Commission providing it is considered and understood as a general overall objective.

With respect to the Commission's Recommendation #6, the Municipal Manager is of the opinion that at this stage the implementation process should remain under the jurisdiction of Council working jointly with the Commission for the reasons outlined in the Planning Director's report.

RECOMMENDATIONS:

1. THAT Recommendations 1, 3, 4, 5 and 7 of the Parks and Recreation Administrator's report be adopted; and
2. THAT the objectives of the Planning Department's report dated August, 1976 be expanded to reflect the Council's position on commercial ventures incorporated within the Plan being developed without cost to the Municipality, providing it is understood that this is a general overall objective and that individual projects will be considered by Council and the Commission at the time of their implementation on their own merits in the light of Municipal policy at that time and the benefits that might be seen to accrue to Burnaby citizens; and
3. THAT the implementation of the Plan be retained under the jurisdiction of the Council working jointly with the Commission, with full input being given by the Parks and Recreation Commission on the various implementation measures.

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PLANNING DEPARTMENT
NOVEMBER 5, 1976

TO: MUNICIPAL MANAGER
FROM: DIRECTOR OF PLANNING
SUBJECT: BURNABY LAKE SPORTS COMPLEX
DEVELOPMENT PLAN CONCEPT

Appearing on the Council agenda for the November 8 meeting is a report from the Parks and Recreation Administrator relating the recommendations brought down by the Parks and Recreation Commission with respect to the referenced Development Plan Concept Report.

BACKGROUND

Upon receipt of the Planning Department's report on this subject at the September 27, 1976 meeting, the Council referred the report to the Parks and Recreation Commission and the Advisory Planning Commission for study and comment. The comments of the Advisory Planning Commission, presented to Council on October 25, 1976, are being reviewed by Planning Department staff and a further report to Council relating to these specific comments and suggestions will be submitted in the near future.

With reference to the recommendations of the Parks and Recreation Commission, presently being placed before Council, we would take this opportunity to make the following points for the information of Council in its consideration.

GENERAL DISCUSSION

The Commission has concurred in the objectives, the Development Plan Concept, the implementation measures, and the proposed bylaw amendments set forth in the Concept Plan as presented, as expressed in Recommendations 1, 3, 4, and 5 of the Administrator's report.

With reference to Recommendation #7, it would be appropriate for the Parks and Recreation Department staff to bring forward a report on proposed management policies for the sports complex as a part of the second phase, Implementation, of the Plan, and this Department would concur in the recommendation.

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In connection with Recommendation #2, however, concerning the addition of a further objective to reflect the Commission's position of commercial ventures incorporated within the Plan being developed without cost to the Municipality, the Planning Department believes that such a position, if applied rigidly, could limit options which Council and the Commission would prefer to leave open in order to maintain some flexibility in dealing with specific proposals as they are presented.

It has been our recommendation that the creation of specific management policies be made a second phase implementation measure, and that sufficient latitude be maintained in such policies to allow Council and the Commission to respond appropriately to development proposals which, while not sufficiently attractive to a developer to proceed on a wholly commercial basis, might be judged to provide needed and desirable services to the citizens of Burnaby such that some degree of Municipal assistance might be warranted. A certain degree of flexibility in this regard would enhance the Municipality's ability to deal with proposals on their own merit, and may enable it to attract facilities which could never be expected to proceed on a purely commercial basis, without Municipal participation.

If the Council does wish to include the wording recommended by the Commission as a further stated objective, it is respectfully suggested that it be considered and understood as a general overall objective, and that individual projects be considered by Council and the Commission at the time of implementation on their own merits in the light of Municipal policy at that time and the benefits that might be seen accruing to Burnaby citizens.

Finally, with reference to Recommendation #6 of the Administrator's report, we would agree that the Commission and the Parks and Recreation Department staff need to be heavily involved in the implementation phase and determination of management policies with regard to the facilities envisioned for the Sports Complex. However, we would point out that implementation of the Plan will require close cooperation by many Municipal departments and other levels of government as well as endorsement by the Parks and Recreation Commission and ultimately the approval of Municipal Council.

Council will realize that the implementation process involves a wide variety of factors including rezoning, servicing, road and lane closing procedures, acquisition or sale of lands by the Municipality, coordination with the Provincial Department of Highways, subdivision of land, obtaining of easements or rights-of-way, and many other like steps. Further, in this instance the land is partly in private and partly in Municipal ownership, and the Municipally-owned land to the west of Kensington has not been placed under the jurisdiction of the Commission.

Accordingly, it would be appropriate that the implementation process be carried out in the normal manner as a coordinated joint effort of the various departments and agencies that have a role in the various mechanical steps involved. The staff of the Parks and Recreation Department and the Commission itself will play an important role in the examination of proposals and provide valuable input to Council in the decision-making process related to the implementation of such recreational facilities. As it would be impractical and inappropriate, in our view, to place such a diverse technical process under the sole jurisdiction of a single body, we would recommend that the implementation process remain under the jurisdiction of the Council working jointly with the Commission on such recreational projects.

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The input of the Parks and Recreation Department will be most welcome as part of the coordinated joint staff effort in advising the Council and the Commission on the various implementation measures, and staff are expected to perform a key role in advising on the desirability of specific recreation use proposals, management objectives, and coordination with other elements in the full range of community recreation facilities and programs.

SUMMARY

In conclusion, it is recommended that the Council take into consideration the foregoing concerns with reference to Recommendations #2 and #6 of the Parks and Recreation Administrator's Report dated November 4, 1976 and

- (a) resolve to maintain sufficient flexibility with regard to commercially-sponsored projects to respond to community needs and possible desirability of Municipal assistance, and
- (b) maintain the implementation of the plan under the jurisdiction of Council jointly with the Commission, with the normal coordinated staff input on the various measures involved in the implementation process.

This is for the information of Council.


A. L. Parr,
DIRECTOR OF PLANNING.

DGS:cm

c.c. Parks and Recreation Administrator

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MANAGER'S REPORT NO.	71
COUNCIL MEETING	Nov. 8/76

TO: MUNICIPAL MANAGER

NOVEMBER 4, 1976

FROM: PARKS AND RECREATION ADMINISTRATOR

OUR FILE: OP9-1

RE: BURNABY LAKE SPORTS COMPLEX DEVELOPMENT PLAN CONCEPT

At its meeting of September 27, 1976, the Municipal Council referred the above Report to the Commission for study and comment. The Commission received the Report at its meeting of October 6, 1976, and dealt with it at its meeting of October 20, 1976. The Commission tabled the matter for two weeks pending further information from staff, and again dealt with it at its meeting of November 3, 1976.

The Commission was generally in agreement with the Plan Concept as presented, and its one main area of concern was the question of whether or not those Municipal lands which would be made available for development of recreation facilities by private enterprise would be developed at no cost to the taxpayer.

At its meeting of November 3, 1976, the Commission received the following four recommendations:

- "1. THAT Item 4, Administrator's Report No. 20, be lifted from the table.
2. THAT the additional objective, of having commercial ventures incorporated within the Plan developed without cost to the Municipality, not be included within the Sports Complex Development Plan Concept now before the Commission.
3. THAT specific management policies be left as a second phase implication measure to be enacted when dealing with individual development proposals.
4. THAT recommendations 1 through 5* in Administrator's Report No. 20, Item 4, be adopted."

*As noted in attached Item 7, Report No. 21, November 3, 1976.

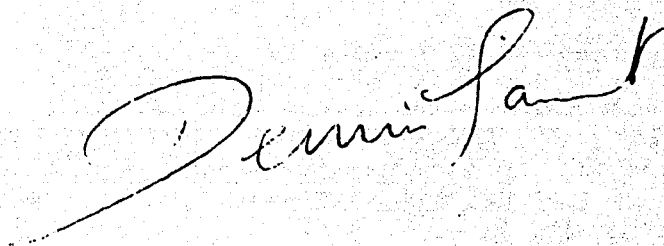
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Re: Burnaby Lake Sports Complex Development Plan Concept - Cont'd.

Recommendations - Cont'd.

4. THAT the implementation measures detailed within the Report be adopted.
5. THAT Section 800.4 of the Burnaby Zoning By-Law (required off-street parking) be amended to provide for racquet sports as detailed within the report; that a by-law be prepared by the Municipal Solicitor for the proposed amendment; and that this amendment to the Burnaby Zoning By-Law be advanced to a Public Hearing on December 14, 1976.
6. THAT the implementation of the Plan be placed under the jurisdiction of the Parks and Recreation Commission.
7. THAT the Parks and Recreation Department staff be requested to bring forward, as phase two of the implementation of the Burnaby Lake Sports Complex Development Plan, the general management policies for the facilities contained therein.



DENNIS GAUNT
Administrator

DG:lf

Attachment

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COUNCIL MEETING	Nov. 8/76.

ITEM
~~ADMINISTRATOR'S REPORT NO. 21~~
~~COMMISSION MEETING NOV. 3/76~~

RE: BURNABY LAKE SPORTS COMPLEX DEVELOPMENT PLAN CONCEPT

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At its meeting of the 20th of October, 1976, the Commission received Administrator's Report No. 20, Item 4, on the above subject, which included the following five recommendations:

- "1. THAT the Commission approve in principle the objectives of the Report in relation to the study area.
2. THAT the Development Plan Concept, as detailed within the Report and arising out of these comments, be adopted.
3. THAT the implementation measures detailed within the Report be adopted.
4. THAT Section 800.4 of the Burnaby Zoning By-Law (required off-street parking) be amended to provide for racquet sports, as detailed within the report; that a By-Law be prepared by the Municipal Solicitor for the proposed amendment; and that this amendment to the Burnaby Zoning By-Law be advanced to a Public Hearing on December 14, 1976.
5. THAT the Commission so recommend to Council."

It was moved and seconded that the Commission approve recommendations 1, 2, 4 and 5; it was further moved and seconded that the motion be amended to include "that the development plan be achieved as a commercial venture at no cost to the Municipality". It was further moved and seconded that this matter be tabled for two weeks. The intent of the tabling motion was to permit staff time to report back on the implications of the above amendment. This matter has been discussed between the staff of the Parks and Recreation and Planning Departments, and a statement of the staff position has been prepared by the Planning Department which is included in their memo of October 25, 1976, copy attached.

RECOMMENDATIONS:

1. THAT Item 4, Administrator's Report No. 20, be lifted from the table.
2. THAT the additional objective, of having commercial ventures incorporated within the Plan developed without cost to the Municipality, not be included within the Sports Complex Development Plan Concept now before the Commission.
3. THAT specific management policies be left as a second phase implication measure to be enacted when dealing with individual development proposals.
4. THAT recommendations 1 through 5, in Administrator's Report No. 20, Item 4, be adopted.

THE CORPORATION OF THE DISTRICT OF BURNABY

INTER-OFFICE COMMUNICATION

ITEM 7

ADMINISTRATOR'S REPORT NO. 21

COMMISSION MEETING NOV. 3/76

TO: PARKS & RECREATION DEPARTMENT: PARKS
ADMINISTRATOR

OCT. 25/76

FROM: DIRECTOR OF PLANNING DEPARTMENT: PLANNING

SUBJECT: BURNABY LAKE SPORTS COMPLEX POLICY

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The following is the position of this Department pertaining to the Parks and Recreation Commission's request for suitable wording to reflect the Commission's concern on the establishment of privately funded recreation facilities within the Burnaby Lake Sports Complex.

The wording proposed by Alderman Gunn to be included as the fourth Objective of the report is as follows:


"Commercial ventures incorporated within the plan be developed without cost to the Municipality."

This Department maintains that this approach would be applicable in some cases but should not become a rigid policy decision for these reasons:

1. The Sports Complex Development Plan is a conceptual land use formula dealing with the physical aspects of development in the area and does not establish a Management formula on behalf of the Municipality. This is seen as a second stage process which would follow adoption of the plan.
2. If the Sports Complex Report now before the Commission is adopted by Council, the Municipality would likely wish to promote the area and encourage development of desirable privately funded recreational development for the benefit of the public.
3. Establishment of specific Management policies at this stage would likely destroy the flexibility for achieving an advantageous management and land acquisition formula which Council may wish to retain in dealing with certain individual sport proposals. (e.g., land might be made available at minimal lease cost in return for prime time public access and Municipal take-over of facilities after thirty years.)
4. It may be unrealistic to assume that private funds will meet the high cost of all buildings, land costs, services, development levies and landscaping in a recreational development category with marginal returns to the investor.

This Department, therefore, recommends:

1. That this additional objective not be included within the Sports Complex Development Plan concept now before the Commission.
2. That specific Management policies be left as a second phase implementation measure to be enacted when dealing with individual development proposals.


A. L. Parr
DIRECTOR OF PLANNING

SJB:vap

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