

Re: BURNABY LAKE SPORTS COMPLEX DEVELOPMENT PLAN CONCEPT
REPORT OF THE ADVISORY PLANNING COMMISSION

Following is a report from the Director of Planning regarding the Burnaby Lake Sports Complex Development Plan Concept.

RECOMMENDATIONS:

1. THAT a copy of this report be referred to the Advisory Planning Commission for endorsement of the Planner's comments as contained in the report; and
2. THAT a copy of this report be sent to the Parks and Recreation Commission for information only.

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PLANNING DEPARTMENT
JANUARY 24, 1977

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

1.0 BACKGROUND AND ANALYSIS

- 1.1 On September 27, 1976, Council referred the above noted report to the Parks and Recreation Commission and the Advisory Planning Commission for study and comment.
- 1.2 At a meeting held on October 21, 1976, the Advisory Planning Commission reviewed the subject report with staff members of the Planning Department. The Commission subsequently recommended adoption of the Report in principle (subject to further investigation being conducted in certain areas) with a request to furnish further information in certain areas.

- 1.3 This Report lists the specific concerns and provides answers to and rationale to the various pertinent issues raised by the Advisory Planning Commission:
 - (a) "THAT there be no construction of off shore islands with the dredged materials from Burnaby Lake for the purpose of providing wildlife habitat and refuge because of the unstable peat conditions in the general Burnaby Lake area. The construction of islands in Burnaby Lake has proven to be questionable from an engineering standpoint;"

The "islands" in question are in a study area which lies adjacent to the Burnaby Lake Sports Complex and are covered by a Planning Department report entitled "A Development Programme for Burnaby Lake Regional Park", December 1975. This report does not call for the construction of off-shore islands from dredged materials; the "islands" shown in Fig. 1 (attached) are existing weedbeds and shoreline growth. (See also attached air photo - April, 1976)

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The Plan specifies that next time dredging of the rowing course is conducted, careful removal of materials will be conducted around these weed zones in order to separate them from the main shoreline of the Lake. In this way undisturbed nesting and wildlife habitat will be assured.

(b) "THAT further consideration be given to providing ample parking facilities for the Sport Exhibition Centre in order to overcome the problems that the Sports Exhibition Centre will have to be 75 to 80% transit oriented;"

The inherent problems involved with providing full parking facilities for 15,000 - 20,000 people at the Sport Exhibition Centre are the major factors which favor major access by public transit:

Consider the following alternative traffic solutions based on several given factors:

- a. maximum crowd - 20,000 seats
- b. operable average - 2.0 persons per car
50 persons per bus
- c. existing road capacity - 4 entry/exit lanes
(2 additional lanes planned)
- d. surface parking for cars - 155 stalls per acre
- e. 700 autos per lane per hour- can utilize the roads
305 buses per lane per hour- can utilize the roads

Mode Access	Parking Area Required	Road Access Required
100% auto (10,000 cars)	64.5 Acres	13 lanes
60% auto 40% bus (6,000 cars) (160 bus trips)	41.4 Acres	9 lanes
30% auto 70% bus	26.5 Acres	6 lanes
25% auto 75% bus (2,500 cars) (300 bus trips)	21.2 Acres	6 lanes

From the above it can be seen that solutions involving a high percentage of auto access will be extremely costly in terms of Municipal road and engineering improvements, and the extensive parking areas resulting would be a poor utilization of valuable urban land, being used only on occasion. Related to the scale of economic and functional practicality, the formula recommended in the Report (ie. 15-20,000 seats) and approximately 75% transit oriented seems the best solution within the realm of current public transit capabilities. A park and ride shuttle service could operate from nearby shopping centres similar to that used for the Seattle KingDome. The alternative of using large multi-tiered parking structures for this area is largely ruled out due to considerable structural problems of imposing heavy loads on peat lands and the resultant high construction costs.

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- (c) "THAT further engineering and planning studies be conducted to provide a longer frontage road for the stacking of vehicles entering and leaving the Sport Exhibition Centre area when a major event is being held there;"

Detailed studies on the impact of this facility on the nearby Trans Canada & Lougheed Highways are now being conducted by N. D. Lea & Associates and the results will be available shortly. The current plan offers a vehicle dispersion pattern in 4 main routes - Kensington North and South, Sprott Street and Norland Avenue. A number of parking areas would be utilized by patrons of the Sport Exhibition Centre both North and South of the facility as well as on nearby development sites within the complex. The closest major parking area to the Sprott Street Highway access offers approximately 1,000 feet of vehicle stacking length, while other parking areas would be 1/4 to 1/2 mile from the nearest Highway access.

- (d) "THAT the question of access to and egress from the 401 Freeway be reviewed with the Provincial Department of Highways as it is anticipated this route will be the most convenient for those persons travelling to the Burnaby Lake Sports Complex from outside the immediate region;"

As stated under (c) above, N.D. Lea & Associates, Traffic Engineers, are preparing a detailed report on the impact of the Sports Complex on the nearby major highways. This study has been commissioned by the Department of Highways which has been consulted and informed during the preparation of the Burnaby Lake Sports Complex report.

- (e) "THAT consideration be given to the proposal to construct a fresh water open swimming pool on Burnaby Lake in the general vicinity of the Rowing pavilion which would be supplied with water from a large G.V.R.D. water main in the area;"

The foreshore areas of Burnaby Lake are a wildlife sanctuary and are to remain for the most part in a natural state. There are environmental hazards associated with swimming pools located adjacent to sensitive watershed areas resulting from the use of chlorine and other chemicals. The Burnaby Lake Sports Complex itself, the nearby Deer Lake Park and various community centres are seen as more suitable locations for this form of recreational facility.

- (f) "THAT the Municipal and Provincial Environmental Health Authorities be requested to continue policing the general watershed area of the Burnaby Lake to guard against industrial pollution;"

This program is actively being followed by the Burnaby Health Department and the Greater Vancouver Sewer and Drainage District.

- (g) "THAT endeavors be made to introduce sports fish into the waters of Burnaby Lake when the quality of the water permits this to be done;"

The existing habitat in Burnaby Lake is unsuitable for trout and char, most often sought by fresh water anglers in B. C. With the exception of bass and crappie other species are not of value to the sport fisherman. Formal application to the Provincial Fish and Wildlife Department

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is required to initiate a feasibility study along these lines. The Parks and Recreation Department has expressed concern over using Burnaby Lake for fishing due to the unsafe muddy shallow throughout the Lake which is hazardous to pleasure boats and shoreline fishermen. The Lake could be made safer for public use by constructing a series of fixed platforms along the shoreline. Burnaby Lake is now an established rowing course and other recreational activities would have to be co-ordinated with the rowing activities.

- (h) "THAT future consideration be given to locating a truck terminal and rest stop on the periphery of the Burnaby Lake Sports Complex core area. This terminal and rest stop would provide ample parking area for large out-of-town rigs as well as amenities for the drivers."

This suggested use is incompatible within the Burnaby Lake Sports Complex as this is a recreational and park area. A truck terminal and rest stop would be more suitable accommodated within existing manufacturing areas in particular those currently zoned M6 (Truck Terminal District). This District provides for "the orderly development and location of truck terminals in proper relationship to major transportation routes and surrounding areas". Several M6 zoning sites are located further west within the Central Valley in the vicinity of Douglas Road, Still Creek Street and Madison Avenue.

2.0 COUNCIL RELATED ACTION:

To date the following Municipal action has taken place in advancing the Burnaby Lake Sports Complex Plan:

- a) September 27, 1976 -
Council received the report of the Planning Department entitled Burnaby Lake Sports Complex Development Plan Concept and referred it to the Parks and Recreation Commission and Advisory Planning Commission for study and comment.
-In addition to the adoption of the recommendation contained within the above noted report the following direction of Council was given:
"It was requested that Alderman Stusiak as Finance Liason Alderman, discuss with the Municipal Manager the question of an adequate provision in the 1977 budget to do a proper review by our own Staff, and having the ability to take in consultants from the outside, for the design area in question."
- b) October 7, 1976 -
An amount of \$50,000 was allowed in the 1977 Provisional Budget to reflect the above Council directive. This amount is intended to provide for comprehensive outside services in preparing more detailed information in such areas as soil studies, traffic, architectural theme and aesthetic criteria, with the provision of a 3 dimensional model for study and display purposes. This Department will be submitting a further report to Council recommending the scope of work that outside consultants would be expected to complete.
- c) October 21, 1976 -
At its regular meeting the Advisory Planning Commission reviewed the subject report with staff members of the Planning Department.

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- d) October 25, 1976 -
The Advisory Planning Commission submitted its report on the Sports Complex Development Plan Concept recommended adoption in principle and requested that the Planning Department supply further information which is contained within this report.
- e) November 8, 1976 -
The Parks and Recreation Administrator presented a Report to Council on the Parks and Recreation Commission's review of the Burnaby Lake Sports Complex Development Plan Concept which was accompanied by a Report from the Planning Department on the recommendations made by the Parks Commission. Council at this time adopted the following recommendations:
- I THAT Recommendations 1, 3, 4, 5 & 7 of the Parks & Recreation Administrator's Report be adopted namely:
- (1) THAT Council approve in principle the objectives of the Planning Department report dated August 1976, "Burnaby Lake Sports Complex Development Plan Concept", in relation to the study area.
 - (3) THAT the Development Plan Concept, as detailed within the Report, be adopted.
 - (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.
 - (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.
- II 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
- III 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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f) December 6, 1976 -
The Municipal Clerk wrote to Mr. R. W. Long, Deputy Minister, Department of Municipal Affairs, Victoria requesting the date of Proclamation for proposed amendments to the Municipal Act under Section 703. The new measures would simplify the present public notification procedures for By-Law Text Amendments and would thus save the Municipality considerable time and expense in the implementation of these amendments. It is for this reason that the proposed By-Law Text Amendment concerning detailed parking requirements for racquet sports facilities which was a recommendation of the Burnaby Lake Sports Complex Development Plan Concept Report has not yet been completed.

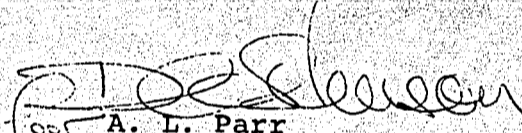
3.0 CONCLUSION:

This report has specifically supplied the information that the Advisory Planning Commission has requested and has provided a summary of the Council-related action which has taken place in advancing the Burnaby Lake Sports Complex Development Plan Concept.

4.0 RECOMMENDATION:

It is recommended:

THAT Council receive the report of the Planning Department and refer this report to the Advisory Planning Commission for information.

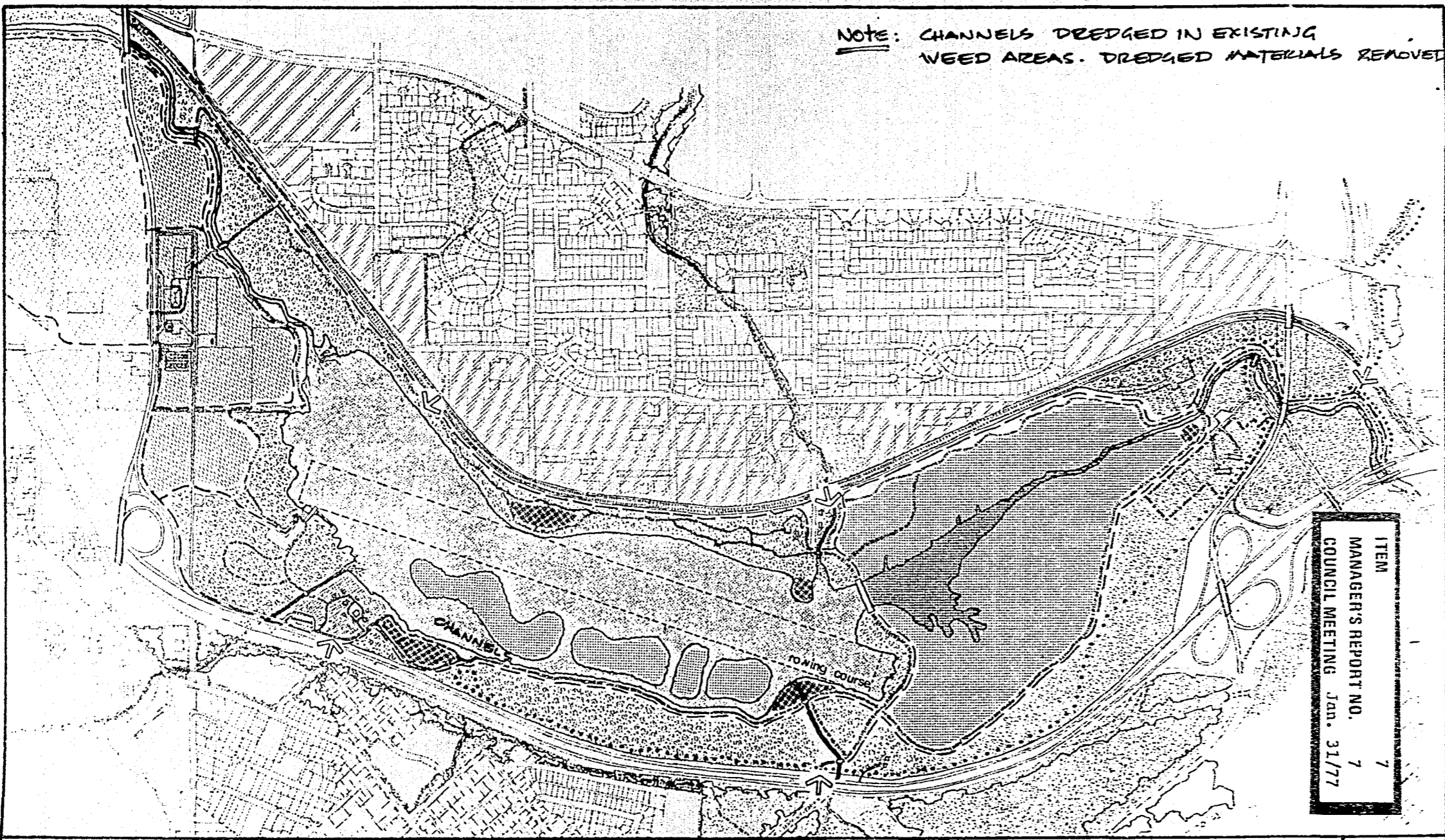

A. L. Parr
DIRECTOR OF PLANNING

SJB/sam
Attach.

cc: Parks and Recreation Administrator
Municipal Clerk
Municipal Engineer

NOTE: CHANNELS DREDGED IN EXISTING WEED AREAS. DREDGED MATERIALS REMOVED

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- WILDLIFE HABITAT & REFUGE
- ▨ NATURAL AREAS
- ▧ SPORTS COMPLEX
- EDUCATION CENTRE
- ▩ PICNIC/VISTA AREAS
- ▤ EQUESTRIAN CENTRE
- ↑ PEDESTRIAN ACCESS
- PEDESTRIAN TRAIL
- BICYCLE TRAIL
- EQUESTRIAN TRAIL

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PROPOSED DEVELOPMENT PLAN

Figure 1

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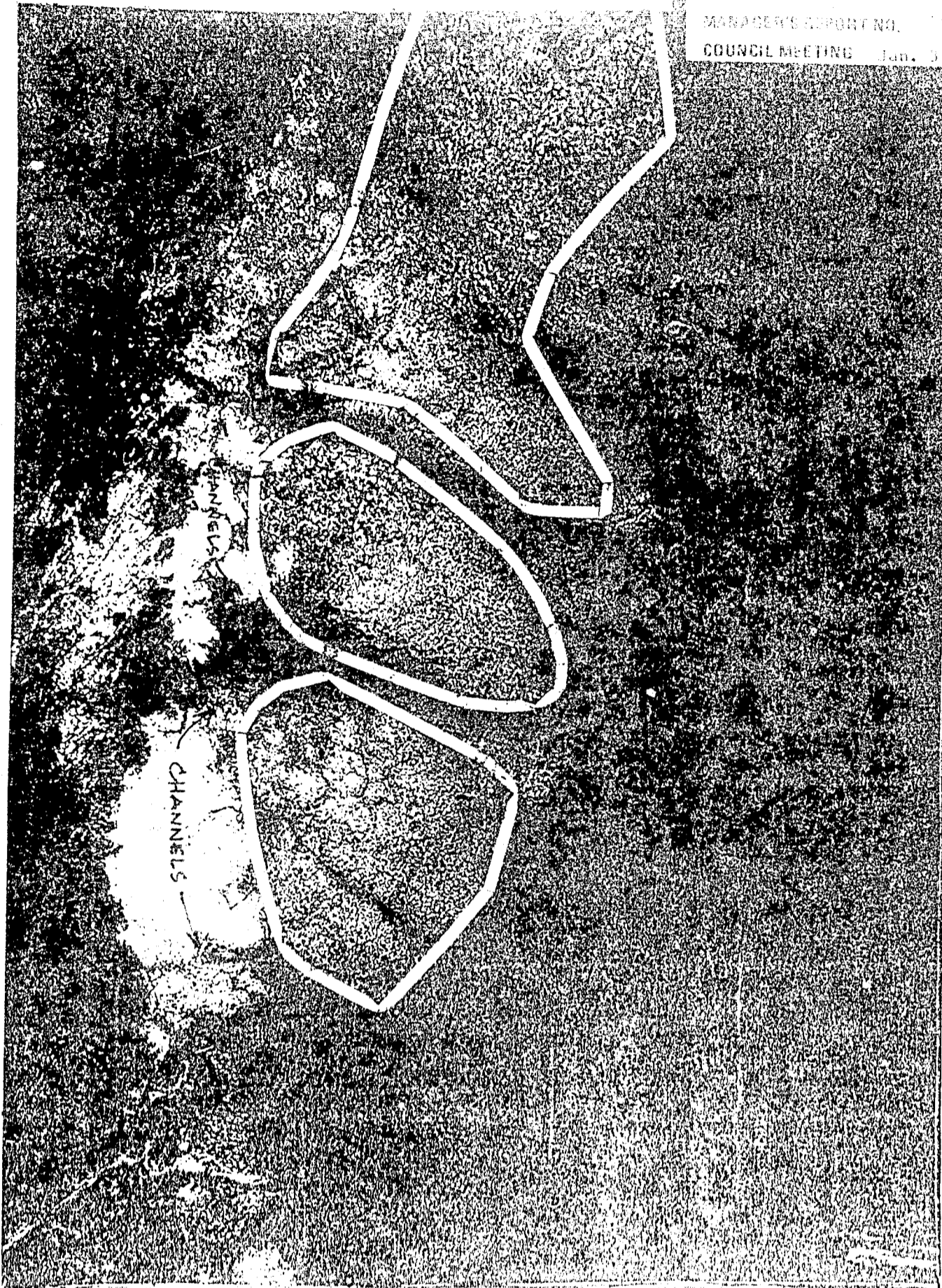


Photo: April, 76

Map by Penny Perin



Date

JAN 77

Scale

1" = 200'

Drawn By

Map of the area shown in the photo above, showing
the channels and the area of the field.