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MANAGER'S REPORT NO.	47
COUNCIL MEETING /	1979 03.03

Re: BURNABY LAKE SPORTS COMPLEX
DEVELOPMENT PLAN CONCEPT - CONSULTANT'S REPORT
(Item 23, Report No. 87, 1978 December 11)

Following is a report from the Parks and Recreation Administrator regarding the development of the Burnaby Lake Sports Complex. Appendix III referred to in the attached report to the Parks and Recreation Commission is not attached because of the bulk involved. Appendix III will be available in the Manager's office for anyone wishing to review it.

When the Consultant's report was reviewed at the meeting of Council on 1978 December 11, it was recommended that staff submit a further report on this subject, including any comments received from the Parks and Recreation Commission and the Advisory Planning Commission, for Council's ultimate consideration and action. The Director of Planning advises that his department will have a more comprehensive report for Council within approximately two months' time.

RECOMMENDATION:

1. THAT the recommendations of the Parks and Recreation Administrator be adopted.

* * * * *

1979 July 04

TO: MUNICIPAL MANAGER

FROM: ADMINISTRATOR
PARKS AND RECREATION

SUBJECT: Burnaby Lake Sports Complex
Development Plan Concept - Consultant's Report

Recommendations:

1. That Council adopt the Burnaby Lake Sports Complex Development Plan Concept with the following exceptions:
 - (a) Any portions of the report which contradict the recommendations approved in the Burnaby Lake Regional Park Concept; and, in particular, the removal of trees and/or any other changes which will affect the wildlife sanctuary.
 - (b) That portion of the report which recommends the establishment of an independent operating authority for the total sports centre.
 - (c) The shifting of arterial traffic from Kensington to Sperling Avenue.
2. That Council concur with the Commission's views with regard to the sport and exhibition hall and endorse the policy that no private development which would preclude the construction of a facility larger than 7500 seats be permitted in the area adjacent to the sports hall site.

REPORT

Following a presentation to the Commission regarding the subject plan by Mr. Randle Iredale of Rhone and Iredale, the Commission held a public meeting to obtain input from sports/recreation organizations. Staff were then asked to submit

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RE: BURNABY LAKE SPORTS COMPLEX DEVELOPMENT PLAN CONCEPT -
CONSULTANT'S REPORT (RHONE AND IREDALE)

At its meeting of 1979 January 10, the Commission received correspondence from the Municipal Clerk on the above subject to which was attached Items No: 23 and No:31 of Municipal Manager's Report No:87, 1978 12 11

On 1978 12 11, Municipal Council had adopted recommendations which included the following:

1. THAT the Burnaby Lake Sports Centre report prepared by R.I.A. Architects be received and referred to the Parks and Recreation Commission and the Advisory Planning Commission for review and comment. Since that time the following action has taken place.
 - January 24 - Presentation to the Commission by Mr. Randall Iredale regarding the plan.
 - February 07 - The Commission received a staff report recommending dates for a public meeting and a method of receiving individual public input.
 - March 06 - Public meeting in the Council Chambers and presentation of staff summary of prior individual comments and written submissions received.
 - March 07 - Commission received the minutes of the Public meeting with attachments and instructed staff to now bring forward a report on this subject.

The Commission also requested a copy of the Advisory Planning Commission's report to Council which is attached, labelled Appendix I.

In reviewing the concept plan, we have considered two major divisions:

Whether or not a sport and exhibition hall should be constructed and if so, under what management should it operate.

Whether or not the sport and exhibition hall together with all other facilities should be melded into one Village group under an independent operating authority.

The comments which follow address either one or the other of these divisions or in some cases both.

CONCLUSIONS:

- a. There is continuing staff support for a development west of Burnaby Lake which includes a wide variety of private and public recreation facilities.
- b. We should seriously consider the construction of a sport and exhibition hall with approximately 7,500 seats to be constructed in the future in accordance with other Municipal priorities.

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- c. The sport and recreation area west of Burnaby Lake should be permitted to develop into both private and public facilities under the normal direction of the Planning Department and the Municipal Council, in the same way that development has taken place to-date and without the creation of an independent operating authority to take over this function.

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- d. There is staff concern that the present proposal has several areas which require much more study. They include:-
- The re-routing of the Kensington Avenue traffic.
 - The priority that the sport and exhibition hall has within other Burnaby priorities.
 - Lack of capital funding.
 - Lack of operating funding.
 - The introduction of an independent operating authority, etc.

Some of these areas are dealt with in more detail below.

Re-routing of main traffic flow from Kensington to Sperling:

The Department does not support this re-routing of traffic flow. It is an arbitrary recommendation made by the Consultants in favour of creating a Village atmosphere, the rationale for which is evident for those persons pursuing the Village objectives exclusively. However, the problems that it solves for the Village are simply then transferred to the recreation activities east of Sperling and if one has in mind both the objectives of the Village and the outdoor recreation area, then the transfer of these problems serves no purpose.

We attach additional staff comments on the question of the re-routing of the road, pedestrian and vehicular movements and parking, labelled Appendix II.

Municipal Priorities:

The report does not address itself sufficiently to the way in which a sport and exhibition hall shall fit into other Municipal priorities. Much deeper consideration will have to be given to this subject and it is the opinion of Parks and Recreation staff that we are probably looking at a period of time of at least between 5 and 10 years away.

Capital Funding:

The financial portion of the report does not appear to be familiar enough with Municipal, Provincial and Federal methods of funding to impart with any degree of assurance that it has covered all contingencies. In particular, the difference that is shown between capital funds raised by the Commission and capital funds raised by Council illustrates this point. Considerably more work should therefore be carried out in this respect which in turn will tie into the question of priorities noted above.

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Operating Funding:

It is our opinion that the financial portion of the report could be too optimistic in terms of a break even or profitable operation for the sport and exhibition hall. In terms of the experiences of other Municipalities which are quoted, it is possible that a higher operating deficit than indicated will be experienced. Serious consideration will have to be given therefore to the extent to which Council is prepared to subsidize such a facility from the general tax rates. The financial section of the IRA report is of great importance and only appears in the limited number of composite reports. Therefore, a copy of the financial section is attached to this report for the convenience of the Commission, labelled Appendix III.

Consideration of an Independent Operating Authority:

Staff believe that an independent operating authority for the sport and exhibition hall has sufficient merit that it should be considered further. Our recent experience with similar organizations has made it clear that an operating agreement covering all aspects of the operation must be accepted by all parties before the proposal is implemented. However, we do not believe that an independent operating authority for the Village is a practical solution to the management of such a diverse and comprehensive sports and recreation area where public and private facilities are involved.

One of the items for concern under such arrangement would be the possible loss of control of the present public facilities such as the rink and pool. The degree of any such control would of course be open to negotiation. If the rink and pool were to come under the jurisdiction of an independent operating authority resulting in a shift in emphasis of their use away from the general public, then such facilities would have to be replaced before implementation. If all facilities whether private or public are to remain independent under such an authority and we believe that they would have to do so, then there would appear to be little to be gained from creating such an authority except in terms of common parking and planning. We believe that the planning of the road system can be done in normal fashion through the Planning and Engineering Departments and that when considering the amount of parking that each facility should provide, the Planning Department can take into account the parking potential at various times of the day and week that is provided by other parking lots in the immediate vicinity.

The arguments in favour of creating such an authority for the Village are not strong enough to warrant our support at this time.

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In reviewing this report, staff have discussed it at some length with both the Planning and Engineering Departments.

Resulting from these discussions, both the Director of Planning and the Municipal Engineer have requested an opportunity to place before the Commission their respective department's position on this proposal.

These positions are provided elsewhere on this agenda as Item No:5 and Item No:6 for the information of the Commission.

RECOMMENDATIONS:

1. THAT the Commission endorse in principle that portion of the Burnaby Lake Sports Centre Plan report proposing a sport and exhibition hall subject to the further review and satisfaction of the concerns outlined in this report.
2. THAT the Commission not endorse that portion of the report which recommends the establishment of an independent operating authority for the total sports centre.
3. THAT the Commission not endorse the shifting of arterial traffic from Kensington to Sperling Avenue.
4. THAT the Commission so recommend to Council.

Attachs.

APPENDIX I

THE CORPORATION OF THE DISTRICT OF BURNABY

ADVISORY PLANNING COMMISSION

His Worship, The Mayor
and Members of Council

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Madam/Gentlemen:

BURNABY LAKE SPORTS CENTRE DEVELOPMENT PLAN CONCEPT

RECOMMENDATIONS:

1. "THAT Council approve in principle the concept of the Burnaby Lake Sports Centre Development Plan."
2. "THAT Council give consideration to the following, namely:
 - (a) That staff be directed to investigate the feasibility of federal and provincial funds being made available for this project.
 - (b) That a re-evaluation be made of the viability of the proposed seating capacity (7,500) for the sports facility."

Council on 1978 December 11, referred the subject report to the Advisory Planning Commission and Parks and Recreation Commission for review and comment.

The Advisory Planning Commission met on Thursday, 1979 January 25, at which time Mr. Randle Iredale of Rhone and Iredale, Architects gave a presentation of the "Sports Centre" report.

The Advisory Planning Commission at that time deferred a decision with respect to the subject report to allow the members an opportunity to familiarize themselves with the contents of the report.

The Commission again met on Thursday, 1979 February 15 to discuss the report and arrived at the aforementioned recommendations.

Respectfully submitted,

Mr. T.K. Bastable, Chairman

Alderman D.P. Drummond, Member

RDS:sb

APPENDIX II

COMMENTS RE THE PROPOSAL TO RE-ROUTE MAJOR TRAFFIC FROM KENSINGTON TO SPERLING AT THE BURNABY LAKE SPORTS CENTRE

These comments follow a review of the plan for development by Rhone and Iredale, Architects and Planners.

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Removal of arterial traffic from the site:

On page 7, a statement is made that the major arterial traffic has been removed from the site. On the eastern edge of the site which excludes the playing fields, the method of removing arterial traffic is to relocate the major traffic route from Kensington Avenue to Sperling Avenue. What this does in essence is to remove the traffic from the urban built up Village area and place it into an open park like area which presently enjoys quiet and protection from this traffic provided by the hill on which the pool and rink are built. Sperling Avenue, the presently quiet street now becomes a major multi-lane arterial route in order to provide the desired quietness and protection for the buildings to be constructed in the core area.

Pedestrian Traffic Conflict - Acoustic and Visual Problems:

On page 11, reference is made to the fact that Kensington Avenue bisects the core area and causes pedestrian traffic conflict as well as acoustic and visual problems. The solution is to re-route the arterial. This obviously solves the problems within the core but simply places them in the park, where they are even less desirable. It makes more sense for a traffic arterial to proceed through a built-up urban type area such as the core village will represent with a wide variety of large building sites, rather than place it through the heart of a park which by definition is open green space and which in this case borders on a lake and nature reserve.

Elimination of Traffic Light at Sprott and Kensington:

On page 11, one of the justifications given for re-routing the arterial is to eliminate the traffic light at Sprott and Kensington, thus improving the north/south traffic flow. An examination of the plan on page 12 would indicate that the Sprott Street connection will be replaced by Thomas Street which will then require the installation of a traffic light, thus eliminating the net loss of one set of traffic lights which is used as an argument for re-routing the arterial traffic.

Shielding from Heavy Traffic Noise:

Also on page 11, the second justification for moving the arterial is that of shielding the core site from heavy traffic noise because of the natural slope between Sperling and the core area. As mentioned previously, this ignores the artificially induced intrusion of such heavy traffic noise into a park and conservation area. Therefore, although this reason may be valid from the point of view of the "Village", it is not valid from the point of view of the parks operation and it makes more sense to retain the arterial traffic noise in the urban built up area than intrude into the park conservation area.

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Maintaining the Core Area intact with free pedestrian movement:

The third rationale for moving the arterial is that the core area should be maintained intact with pedestrians free to move between buildings. Once again this is an arbitrary decision made within the concept with which it is difficult to argue unless as in this case the results of the action mean bisecting the public park with the resulting limitation on pedestrian movement there. Pedestrian overpassing of Kensington Avenue is already planned which will assist in free pedestrian movement. In addition, there appears to be no real reason to overpass Sperling; simply to set up a view station which would just as easily be accommodated on the west side of Sperling and the second overpass could then possibly be placed further north on Kensington to facilitate the pedestrian movement between buildings in that quadrant. The activities in Burnaby Lake park attract a great many young people, who congregate in and use the area around the sports field, change-rooms and parking lot. There is some crossing backwards and forwards to the tennis courts, rink and pool. It would appear preferable to leave the Sperling Avenue route as a narrow low level pastoral use to accommodate the present activities and have the main arterial run through the core where the activities will possibly be more adult oriented.

Internal Vehicular Circulation:

On page 13, it is emphasized that Kensington Avenue will be used very lightly by the Village core vehicles. It is our contention that Sperling Avenue is used heavily by park participants, therefore, if the arterial traffic were re-routed to Sperling Avenue it would interfere considerably with turning movement to and from parking lots, whereas this would not appear to be the case along Kensington Avenue.

Parking:

On page 13, reference is made to the parking requirements and it is noted that the existing lot which serves the park area has been reduced considerably in favour of creating additional parking spaces in other areas of the core. This would seem to work against the interests of park users.

Safety Village:

Staff are involved in negotiations with the Burnaby Safety Council and the R.C.M.P. for the establishment of a childrens safety village on the Sperling Avenue alignment immediately north of the playing fields. The presence of such a facility will add to the arguments expressed earlier regarding the use of this area by children.

Approvals and Funding:

The concerns of Parks and Recreation staff have been expressed continually throughout the process that led to the production of the subject report. The section entitled 'external vehicular circulation' on page 11 does not reflect these concerns in any way. They should therefore be inserted at this time. For the Commissions information we would also note that the first sentence on page 11 alludes to the fact that the road pattern shown was developed with the co-operation of the Burnaby Engineering Department. The connotation is one of support by the Engineering

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Department for the shifting of the main arterial traffic from Kensington to Sperling. The Municipal Engineer has advised that this is in error.

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CONCLUSION:

The arguments that have been presented in favour of shifting arterial traffic from Kensington to Sperling appear to be arbitrary in nature in the interests of creating a specific atmosphere within the village core. They have evidently been made without due regard to the fact that a similar atmosphere which presently exists within the Burnaby Lake park could be destroyed as a result of the move. In view of the fact that there do not seem to be any other firm benefits to be gained by this shift of arterial traffic, the Parks and Recreation Department would recommend against.