

RE: PROPOSED FAMILY FITNESS RECREATION FACILITY
IN THE BURNABY LAKE SPORTS COMPLEX DEVELOPMENT
PLAN AREA ON MUNICIPAL LAND

ITEM 9
MANAGER'S REPORT NO. 67
COUNCIL MEETING 1983 11 07

This report is prepared in such a form as to require the Municipal Council to vote on each recommendation in series in the order presented.

It also should be noted that by adopting the first recommendation, the Municipal Council will only be approving of considering giving approval in principle. If the Council wishes to actually approve in principle, then a specific motion giving approval in principle must be made and carried after concurring in the first recommendation. After that, then it would be in order to consider the 2nd, 3rd and 4th recommendations and to vote on them all at one time or in the order presented.

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendations of the Director Planning & Building Inspection be adopted.

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TO: MUNICIPAL MANAGER 1983 October 28
FROM: DIRECTOR PLANNING & BUILDING INSPECTION Our File: 10.332.6
SUBJECT: PROPOSED FAMILY FITNESS RECREATION FACILITY
IN THE BURNABY LAKE SPORTS COMPLEX DEVELOPMENT
PLAN AREA ON MUNICIPAL LAND (REFER TO ATTACHED SKETCHES)

RECOMMENDATIONS:

1. THAT Council consider giving approval in principle to the concept of developing a family oriented recreational centre in the Burnaby Lake Sports Complex area subject to the terms outlined in this report.
2. THAT should approval in principle be given, Council authorize Legal and Planning and Building Inspection Department staff to prepare a Public Tender document for the lease of municipal lands in the Burnaby Lake Sports Complex on the understanding that a further report to Council will be made once the tender is drawn up.
3. THAT should approval in principle be given, Council authorize the introduction of the necessary Road and Lane Closing By-laws in order to prepare the site for consolidation, according to the terms outlined in Section 5.3 of this report.
4. THAT a copy of this report be forwarded to the Parks and Recreation Commission for information.

REPORT

1.0 BACKGROUND:

Council on 1983 May 09 received a preliminary report from the Planning and Building Inspection Department outlining a number of issues to be resolved in connection with a proposal to lease Municipal lands for what is referred to as a family fitness park which would have a range of sports, exercise and water activities. Discussion over a number of points has taken place between the developer and staff. These issues include:

- relationship of the proposal to the Burnaby Lake Sports Complex plans,

- criteria for the lease of the lands,
- site configuration,
- servicing and access to the proposed site,
- performance guarantees to assure completion of the project as planned.
- criteria for the architectural and landscaping design in keeping with the Sports Complex qualities.

1.1 Discussions have been taking place over this period with a developer who is interested in pursuing lease of the lands involved. The developer Mr. D. Kirk represents Purcell Management, 5723 Mayview Circle, Burnaby, B.C.

2.0 GENERAL DESCRIPTION:

2.1 The proposal by the applicant for the lease of Municipal land includes what is called a family fitness park. The principle of the facility is to provide a family oriented activity park with an emphasis on sports, exercise and water related activities in a park-like outdoors landscaped setting. The uses proposed include a wave pool of 1,580 m² (17,000 sq.ft.), a series of waterslides, children's pool, hot pools, sunbathing area, volleyball, badminton, basketball, racquetball, deck tennis, weight training, horseshoes, checkers, a small soccer field, perimeter jogging and skating tracks, weight lifting, an aerobic exercise area (all season), picnic area and food and service areas. The site will be screened from the perimeter streets and the waterslide elements will be built into a man-made hill and natural slope on the land. A parking area of 450 spaces is to be provided. While the project would be primarily summer oriented, the fitness and exercise activities will be available year round in weather protected areas.

3.0 RELATIONSHIP TO THE BURNABY LAKE SPORTS COMPLEX DEVELOPMENT PLAN CONCEPT 1976:

3.1 The key issue facing the Planning & Building Inspection Department was to determine whether the proposal can be truly described as a sports oriented recreation facility and thus in keeping with the Burnaby Lake Sports Complex Plan; or whether it is in fact an amusement park with sports overtones, unsuitable for a location within the Central Valley Sports Complex. This is still a key question for Council to decide, as an incorrect decision on this key issue could lead to proposals for completely incompatible uses in the Central Valley of a commercial tourist nature, similar to those found on the outskirts of many smaller communities.

The Director Planning & Building Inspection has reservations about the wisdom of locating a facility of this type on public land within the Central Valley Sports Complex; however a staff consensus was reached that, provided a number of conditions and requirements were met to safeguard the development quality and maintenance of the facility as a Sports and Fitness Centre, a report could be forwarded in order that Council could consider giving approval in principle to the proposal, and granting authority to initiate further steps.

If the proposed fitness park were to be accommodated it would be as one element in the broad spectrum of sports and recreational uses proposed for the Central Valley rather than representing any shift in the main objectives of the Plan. If our purpose is to accommodate this range of sports uses it follows that this diversity must be carefully selected to ensure that no uses or group of uses particularly ones of a commercial nature predominate. Thus while one family fitness park may add to the mix of uses it would unbalance the plan (away from the more typical sports activities) to permit the emphasis to move in a commercial direction by permitting future additional uses of this nature in the Central Valley.

4.0 ANALYSIS:

Staff have conducted studies into these issues and a series of development guidelines for this type of project have been prepared. These guidelines or criteria include the following items:

4.1 Relationship to the Burnaby Lake Sports Complex Plan.

The uses permitted in this development site are to be in keeping with the general guidelines in the Sports Complex Plan. The primary focus is to be physical recreational activities as distinguished from mechanical, electronic or other amusement activities which are not permitted in this Sports Complex area.

In the case of this proposal the wave pool is seen as the primary element with the secondary uses considered to be the outdoor racquet courts, badminton, volleyball, exercise, jogging, skating and waterslide related uses. Commercial service uses on site will be limited to food services.

4.2 Criteria for the Lease of the Lands.

In keeping with the usual Council policy, the lease on the land would be subject to a public tender call, the details of which would be prepared by the Planning & Building Inspection Department and the Legal Department staff. It would cover such items as the term of the lease, the upset price, performance and maintenance guarantees and a clause which will return the improvements to the Municipality upon expiry of the lease. Staff would prepare a further report on this matter prior to proceeding with any tender call. The Municipal Solicitor has tentatively evaluated the land in this enclave as being worth over \$2.5 million for the 12.85 acres after the land has been serviced at the developer's or lessee's cost.

4.3 Site Configuration.

The site lies north of Laurel Street and east of Ardingley Avenue. The site dimensions are 171 m (560 ft.) by 305 m (1,000 ft.) with an area of 5.20 ha (12.85 acres). The ground conditions include approximately 1/4 glacial till soils and 3/4 peat lowland soils.

Included in this site are two privately owned lots at the southwest corner of the site which are to be acquired by the developer at no cost to the Municipality (either by repayment of funds or recognition in the lease) and consolidated into the development site to provide an orderly development pattern and to avoid "locking in" these residentially developed lots. The developer who is interested presently holds options on the private lots in this area. It is also necessary to initiate Road and Lane Closure By-laws as a step toward abandonment and consolidation of the various rights-of-way in this area, which have never been developed.

4.4 Access and Servicing of the Development Site.

It will be necessary to provide vehicular access to the site from Ardingley Avenue. No additional roads or access to the site will be permitted and the construction of any access to Kensington Avenue will not be permitted, now or in the future. The road system proposed for the area provides good access to the Sports Complex area and does not necessitate access from the development site to an arterial road.

In terms of servicing the parcel with roads, completion of the abutting portion of Ardingley and an extension southward to Norland Avenue will be required to be done in the following manner by the developer:

- that portion abutting the site (approximately 1,000 feet) - to full finished 46 foot standard with curbs, lights, sidewalk and boulevard,
- that portion southward to the existing south end of the built portion of Ardingley - no work required - to remain interim standard pending further development on the adjoining lands,
- that portion required to connect Ardingley to Norland Avenue (approximately 650 feet) to be completed to a full finished 46 foot standard as above.
- the installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development, and to the point of connection to the existing service where sufficient facilities are available to serve the development.
- the undergrounding of existing overhead wiring abutting the site.

In addition to the above-noted roadworks the Director Engineering is presently assessing the adequacy of existing waterlines, sanitary and storm sewers and any other works which may be required to be constructed by the developer.

4.5 Performance Guarantee.

From the Municipal point-of-view, the degree to which this land use can be successfully introduced into the Central Valley Sports Complex is a function of the completeness, quality and on-going maintenance of the full range of facilities outlined. Any future shift in emphasis from the sports oriented facilities to more commercially oriented amusement park facilities would be unacceptable in terms of the adopted area plan. To prevent any erosion of the sports

activity elements in the proposed family fitness park, it is recommended that the following assurances be provided to run for the length of the lease agreement, for example:

- Specific, mutually agreeable lease clauses to ensure completed installation of all the facilities proposed prior to the issuance of a business licence to operate the facility.
- An on-going clause in the lease requiring the operator to maintain all the facilities to properly functioning standards and to a high level of maintenance standards at all times, to a standard not inferior to Municipal facilities in the area.
- Provision to be made for cancellation of the lease should all conditions not be fulfilled and maintained.
- Posting of a Letter of Credit or cash bond in the order of \$200,000 to ensure the completion of all facilities and landscaping in addition to the necessary Letter of Credit for the Engineering works.
- Posting of a Letter of Credit to ensure the completion of all the Engineering Works required to service the site.

4.6 Architecture and Landscape Design Quality.

High standards of design will be required in the development of this site in keeping with the park-like nature of the area. Specific guidelines for the design include:

- continuous perimeter landscape berm and screening to prevent the view of waterslides, shelters, tower elements or other structures from adjacent streets. A 40 foot wide landscaped buffer is to be provided between the parking lot or the street in which no structures will be built, on the Ardingley and Laurel Street frontages.
- building designs are to be appropriate for a park-like setting utilizing natural wood wherever possible.
- The fitness centre building facility is seen as being an integral year round activity and is to be contained within an indoor building space isolated from weather during the winter.
- natural tone colours for all buildings and structures including the waterslides are to be used.
- a detailed landscape plan is required to express the park-like nature of the area and to screen the perimeter and illustrate items such as the preservation of the large stand of deciduous trees which runs eastwest roughly across the middle of the site and other significant trees in the lowland area of the site.
- fences and mechanical equipment are to be concealed with landscaping, and no electrical or other wiring will be above ground.

- a comprehensive sign plan will be required for the site and no high profile or off-site signs will be permitted.
- in terms of parking, 450 spaces would be required with possible provision for additional future spaces in the future. A careful layout and landscaping design of this area will be required.

The Parks and Recreation Commission has, on being apprised of this proposal, expressed an interest in being kept informed of the design quality, landscape and boundary treatment and the maintenance standards relating to the proposed facility. Staff will continue to keep the Commission abreast of the situation.

5.0 CONCLUSIONS/SUMMARY:

Notwithstanding reservations regarding the commercial nature of the proposal it would be appropriate for Council to consider pursuing the development of a major family fitness park in the Burnaby Lake Sports Complex area provided that the uses proposed are principally associated with the fitness and sports activities. There must be a detailed set of guidelines for the uses permitted and the manner in which they are developed to ensure that the uses conform to those appropriate in the area and that the quality of development is in keeping with the park-like atmosphere of the Sports Complex area.

Should approval in principle be given it will be necessary to prepare documents for a public tender call for Council approval, and also to initiate proceedings for the closure of the undeveloped roads and lanes. This would be followed, upon resolution of any lease arrangement and upon preparation of suitable design drawings, by preparation of a further more detailed report for Council's consideration dealing with the lease details and rezoning of the lands involved.



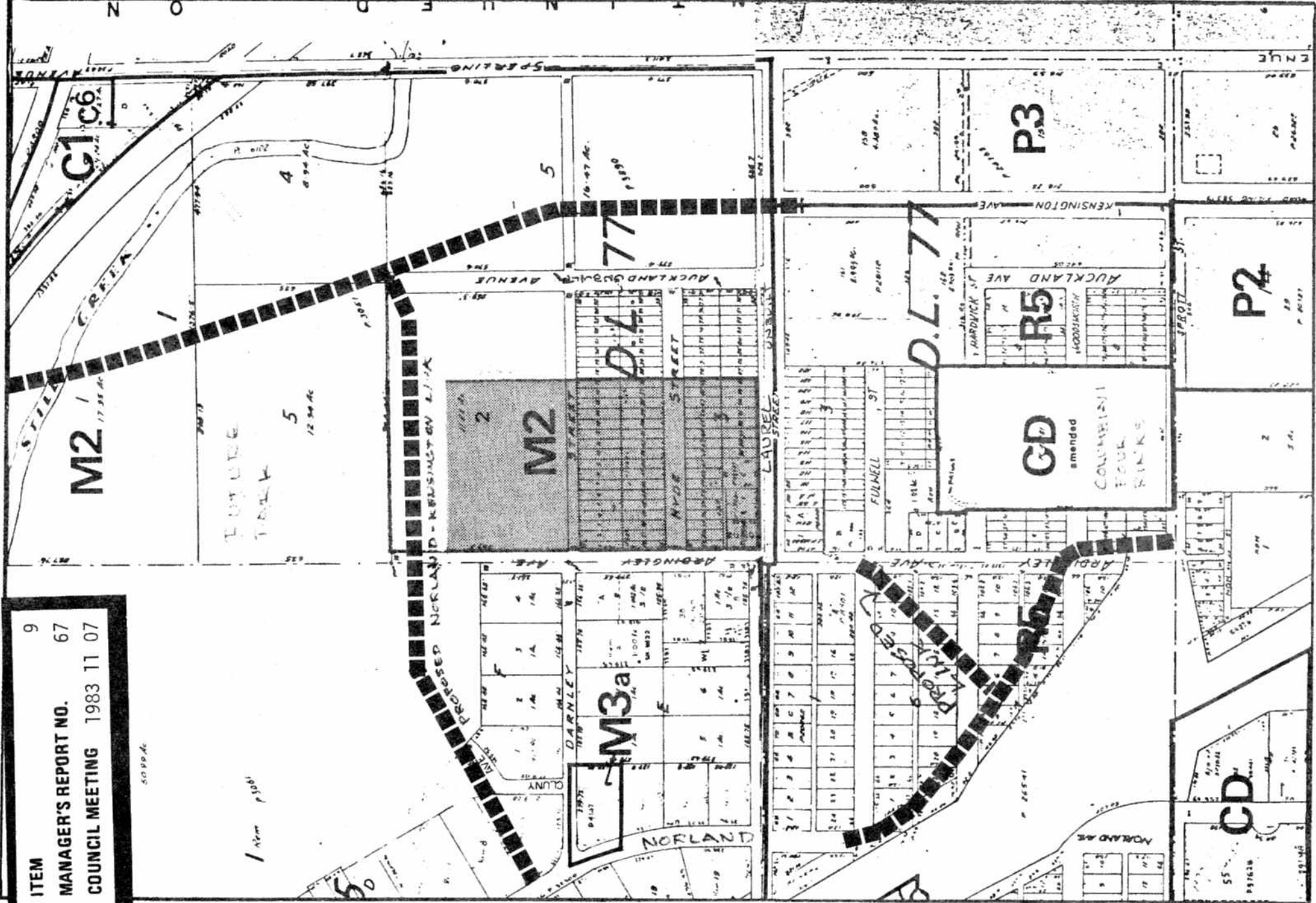
A. L. Parr,
DIRECTOR PLANNING &
BUILDING INSPECTION

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Attachments

cc: Municipal Solicitor
Director Engineering
Director Recreation & Cultural Services

ITEM 9
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 COUNCIL MEETING 1983 11 07



Burnaby Planning Department

Date
 1983 OCTOBER

Scale
 1:400

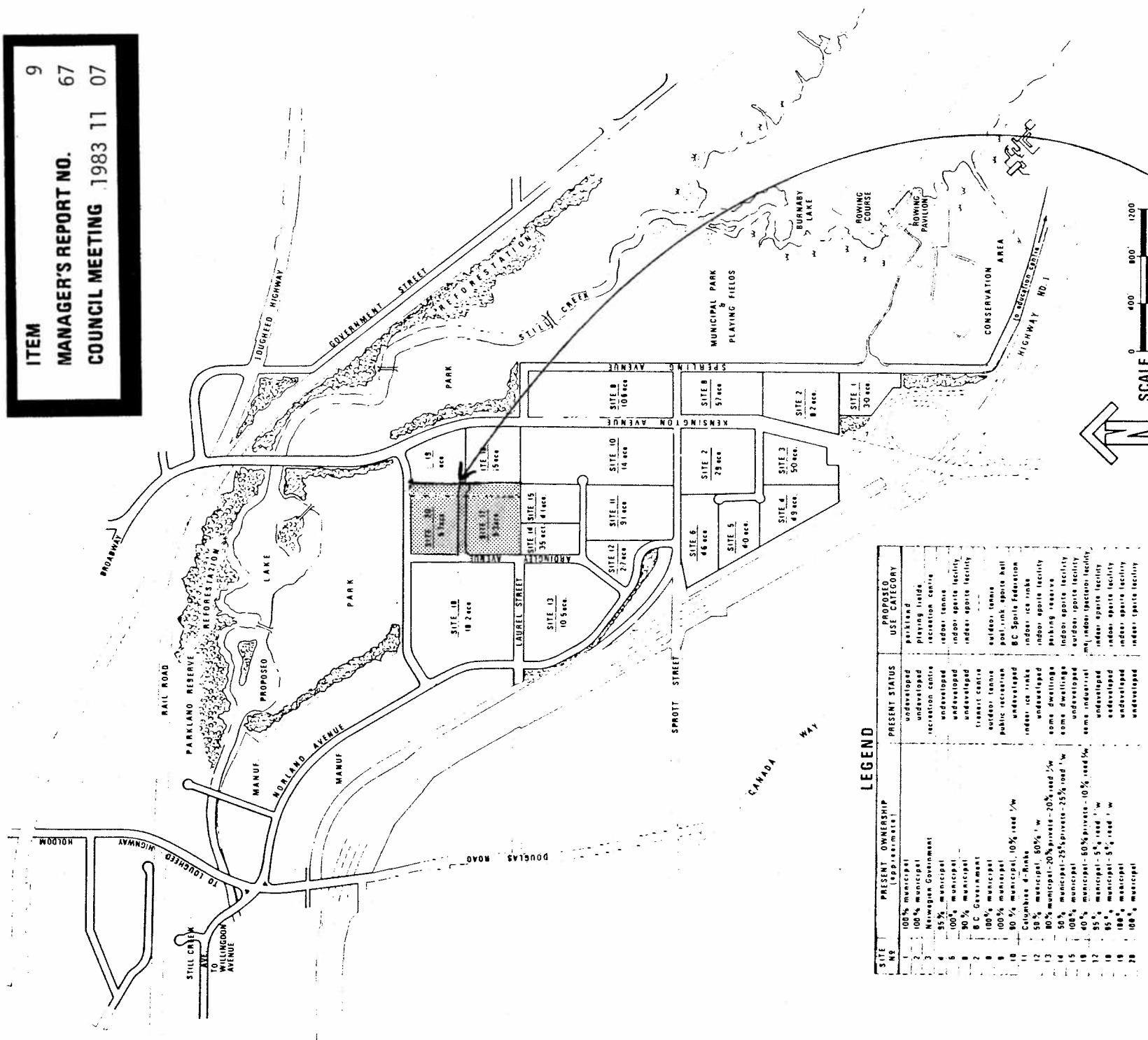
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PROPOSED DEVELOPMENT SITE

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SKETCH 1

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LEGEND

SITE NO.	PRESENT OWNERSHIP (appurtenances)	PRESENT STATUS	PROPOSED USE CATEGORY
1	100% municipal	undeveloped	parkland
2	100% municipal	undeveloped	playing fields
3	Metropolitan Government	recreation centre	recreation centre
4	95% municipal	undeveloped	recreation centre
5	100% municipal	undeveloped	recreation centre
6	90% municipal	undeveloped	recreation centre
7	B.C. Government	undeveloped	recreation centre
8	100% municipal	undeveloped	recreation centre
9	100% municipal	undeveloped	recreation centre
10	80% municipal, 10% road 1/w	undeveloped	recreation centre
11	Columbia 4, Parks	undeveloped	recreation centre
12	50% municipal, 50% 1/w	undeveloped	recreation centre
13	80% municipal, 20% private - 20% road 1/w	undeveloped	recreation centre
14	50% municipal - 25% private - 25% road 1/w	undeveloped	recreation centre
15	100% municipal	undeveloped	recreation centre
16	40% municipal - 60% private - 10% road 1/w	undeveloped	recreation centre
17	50% municipal - 5% road 1/w	undeveloped	recreation centre
18	95% municipal - 5% road 1/w	undeveloped	recreation centre
19	100% municipal	undeveloped	recreation centre
20	100% municipal	undeveloped	recreation centre

PROPOSED LAND USE AND SUBDIVISIONS

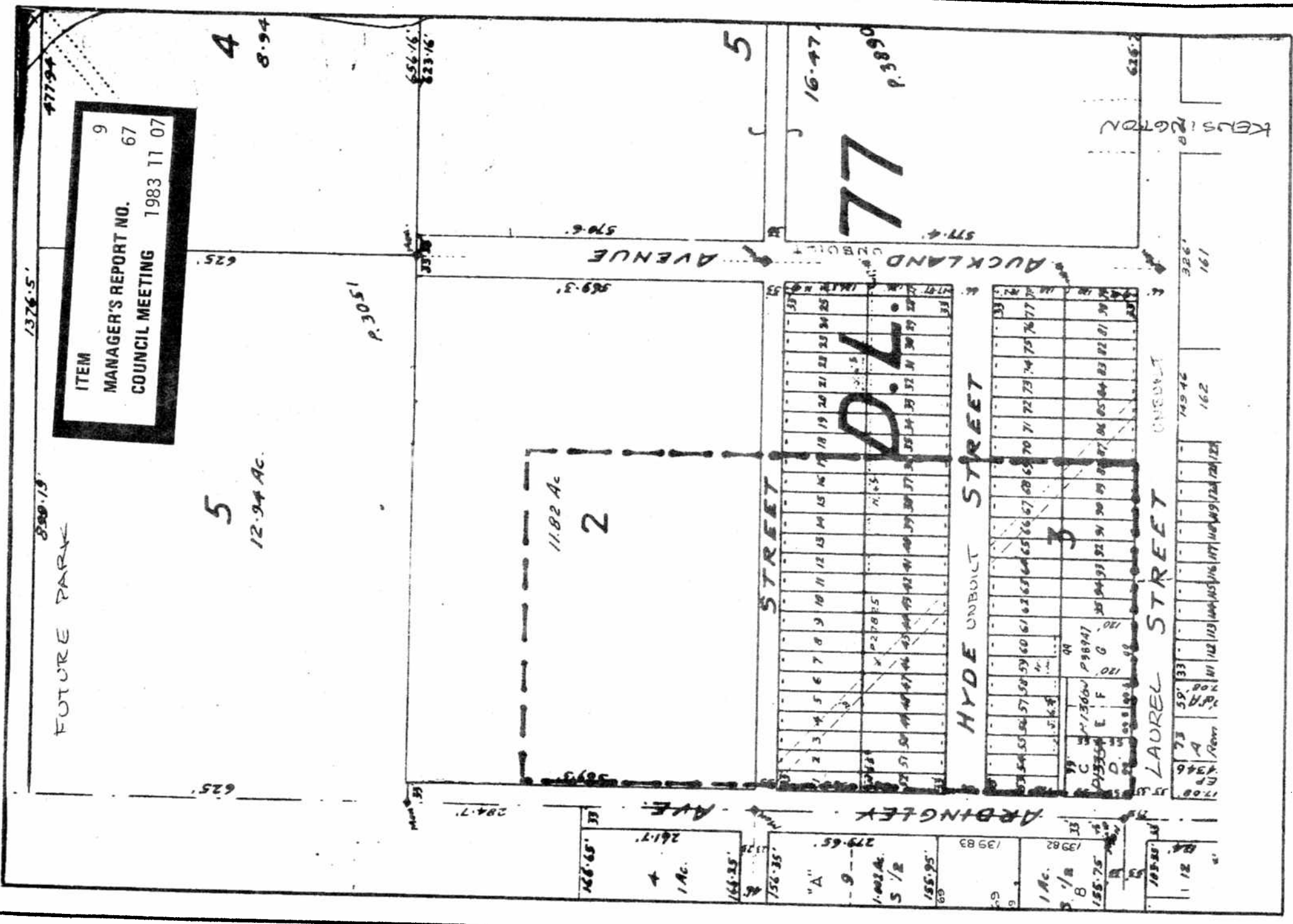
FIGURE 8

PROPOSED SITE



FROM: 1976
 D. DUNN

SKETCH # 2



Date

1983 OCTOBER

Scale

1:200

Drawn By



Burnaby Planning Department

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PROPOSED DEVELOPMENT SITE

SITE 170 m (560') x 305 m (1000') = 5.2 ha 12.85ac.

SKETCH 3

