

ITEM 2
MANAGER'S REPORT NO. 13
COUNCIL MEETING 1984 02 20

RE: CONSTRUCTION OF A JOINT USE PARKING LOT FOR BURNABY'S EQUESTRIAN PARK
AND THE GVRD BURNABY LAKE NATURE PARK

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendations as contained in the report of the Director Recreation & Cultural Services be adopted.

* * * * *

1984 FEBRUARY 13

TO : MUNICIPAL MANAGER
FROM: DIRECTOR RECREATION & CULTURAL SERVICES
RE : CONSTRUCTION OF A JOINT USE PARKING LOT FOR BURNABY'S EQUESTRIAN PARK
AND THE G.V.R.D. BURNABY LAKE NATURE PARK

RECOMMENDATION:

1. THAT this report be received for information purposes.

REPORT

At its meeting of 1984 February 15 the Parks & Recreation Commission received the attached staff report on the above subject and approved the following recommendations as contained therein:

1. THAT the Commission approve the construction of a parking lot which will serve the Burnaby Equestrian Park as outlined in this report.
2. THAT the construction be funded by the \$30,000 provided in the Commission's 1983 Capital Budget for this purpose.
3. THAT the Commission advise Council of this decision.

ps
Attach.

cc: Director Planning & Building Inspection
Director Engineering
Director Finance
Chief Public Health Inspector
Municipal Solicitor

Dennis Gaunt
DENNIS GAUNT
Director Recreation &
Cultural Services

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RE: CONSTRUCTION OF A JOINT USE PARKING LOT FOR BURNABY'S
EQUESTRIAN PARK AND THE G.V.R.D. BURNABY LAKE NATURE PARK

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RECOMMENDATIONS:

1. THAT the Commission approve the construction of a parking lot which will serve the Burnaby Equestrian Park as outlined in this report.
2. THAT the construction be funded by the \$30,000 provided in the Commission's 1983 Capital Budget for this purpose.
3. THAT the Commission advise Council of this decision.

REPORT

SUMMARY

The purpose of this report is to propose the construction of a joint use parking lot on land leased by G.V.R.D. adjacent to the Burnaby Equestrian Park. It will serve intermittent public equestrian events and year round access to the east end of the Burnaby Lake Nature Park.

The co-operation of the G.V.R.D. Parks Department has been extended to assist in this project through the provision of land plus parking lot maintenance and security in perpetuity.

Funds have been provided in the Commission's 1983 Capital Budget. There are environmental concerns to be considered throughout this process. Some of these concerns have been voiced by Municipal Council which should be kept informed of the Commission's decisions on this project.

THE NEED FOR PARKING SPACE

Official parking space has never been provided for public equestrian activities. The Burnaby Horsemen's Association meets its members' parking needs on its five acres of leased land. Parking for events held in the public part of the Equestrian Park is provided partly on the B.H.A. leased land and partly on the Avalon Avenue road right-of-way and is generally deficient and unsatisfactory.

Provision of parking has always been considered as part of the long range plans and has been advanced, at this time, because of the steady increase in participation at equestrian events in the summer months. Approximately 75 parking spaces are needed for the larger equestrian events. The constant handling of towed horse trailers makes parking more critical for this activity than for other recreation activities.

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SELECTION OF A LOCATION FOR THE PARKING LOT

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It is not desirable to include any public parking spaces in the five acres leased to the B.H.A. Anticipated construction of additional horse barns would make such placement difficult. It is not desirable to place parking spaces on the Avalon Avenue right-of-way because it is needed as access to the two public riding rings. It is not desirable to construct parking spaces on the remainder of the public area of the Equestrian Park because of interference with some evergreen tree cover and stream beds. The one area that could be considered suitable is at the east end of the Equestrian Park immediately south of the private houses on Avalon Avenue. This however, is the area designated for a future covered arena in conjunction with which adequate parking will also have to be included when it is constructed.

It has been concluded that the best location for the parking lot is on the north side of Avalon Avenue between Avalon Avenue and the Brunette River. There is a location along this stretch which would not interfere with streams, wildlife or proposed recreation activities and which would have minimal impact on quality tree cover. It is on property owned by the Corporation and leased to the G.V.R.D. for administration in conjunction with the total Burnaby Lake Nature Park.

CO-OPERATION WITH G.V.R.D.

The project has been discussed with the G.V.R.D. Parks staff, who have concurred in the project and in turn, obtained the approval of the G.V.R.D. Parks Committee. This approval is subject to final design approval and construction commencement no later than February 28th to protect nesting bird life.

The agreement will be confirmed by a letter of intent executed by the G.V.R.D. Parks Director and the Director Recreation and Cultural Services. A more formal process would be the amending of the existing lease between the G.V.R.D. and the Municipality of Burnaby to remove the leased properties from G.V.R.D. jurisdiction. However, the G.V.R.D. prefers to utilize a letter of intent and the Municipal Solicitor has agreed that the proposed letter of intent serves the purpose of clarifying the terms under which the project is being initiated.

Co-operation between the G.V.R.D. and the Municipality at Burnaby Lake Regional Park has always been good and no difficulty is foreseen in arriving at the process for control of the lot.

The G.V.R.D. interest in the parking lot is the provision of parking for users of the east end of Burnaby Lake Nature Park. Access to the park will be greatly improved with the construction of a pedestrian bridge across the river in the vicinity of the proposed lot.

Discussions with G.V.R.D. included their participation in capital funding. However, this parking lot is not an immediate priority with G.V.R.D. and no capital funds are provided in their current or immediate future capital budgets. They will therefore not share in its capital cost.

By agreement therefore G.V.R.D. will provide the land plus maintenance and security for the lot in perpetuity.

Attachment No:1 (Page 405) is a five point draft proposal for inclusion in a letter of intent. Basically it states that Burnaby will design and build the lot, the G.V.R.D. will operate and maintain it, and that priority of use shall be given to Equestrian Park users. From the G.V.R.D. point of view, the lot will be available for the majority of the time for the users of Burnaby Lake Nature Park.

The lot will accommodate thirty-nine cars and eighteen towed horse trailers or, alternatively, seventy-five cars.

ENVIRONMENTAL FACTORS AND CONCERNS OF MUNICIPAL COUNCIL

In August 1983, the Commission gave approval in principle for the B.H.A. to proceed with the planning of an additional horse barn and a covered arena. In view of the potential involvement of Council in the signing of future agreements arising from this decision, the Commission asked Council to concur.

On 1983 August 08, Council approved the Commission's request. Included with that request was a diagrammatic sketch plan which was appended to illustrate the location of the proposed indoor arena. The sketch also showed a preliminary location for the proposed parking lot without the benefit of final planning or design. A Council discussion took place around the desirability of placing a parking lot in such a location.

Since that time, the following planning and design actions have taken place.

- a) G.V.R.D. has prepared a conceptual statement for the development plan of this east entrance to Burnaby Lake Regional Park. Copy is attached, labelled Attachment No:2, Pages 406 - 410.
- b) The G.V.R.D. has prepared a plan illustrating this conceptual statement and the activities at the east end of Burnaby Lake. A copy is attached, labelled Attachment No:3, Page 411. A larger copy of this plan will be posted at the Commission meeting.
- c) The G.V.R.D. has reviewed the general and specific environmental concerns regarding the placing and construction of the parking lot with its environmental staff resulting in the approval of the G.V.R.D. Parks Committee for the project.
- d) The Burnaby Planning Department has provided input on concerns that should be met in the planning and design of this project.
- e) The Burnaby Parks and Recreation staff have provided a site location and design plan to meet all the foregoing criteria. A copy is attached, labelled Attachment No:4, Page 412.
- f) The Burnaby Planning Department has reviewed the results of this exercise and is now in the process of issuing a P.P.A. for the project.

The following points are made in response to Council's concerns.

- 1) Visibility from the River

A block of forest will be retained between the parking lot and the Brunette River which will vary in width between 100 and 180 feet. This is a healthy growing forest area which will continue to provide screening. Supplementary plant material will be added in the immediate vicinity of the parking lot. The parking lot will not intrude on or be generally visible from the River or from any trail along the River.

2) Visibility from Avalon Avenue

A twenty foot block of forest will be retained between Avalon Avenue and the parking lot. It will also be supplemented and the parking lot will not be generally visible from Avalon Avenue except at the entrance and exit.

3) The severity of the slope of the land to the River

The slope of the land is very gentle from the parking lot to the River bank. The presence of the parking lot along Avalon Avenue will not be detrimental to the drainage or aesthetics of the area.

4) Dispersal of equestrian activities

Equestrian activities will still be confined to the south east side of Avalon Avenue. Only the parking lot will be on the north west side recognizing its joint use for the Nature Park and Equestrian Park.

5) Trail use

There will be ample room for a pleasant screened meandering trail along the Brunette River, between the River and the parking lot.

6) Environmental impact

We believe that the environmental impact will not be negative. The G.V.R.D. has also examined this question very closely and is fully satisfied with the results.

SURFACING OF THE PARKING LOT

There is a preference that the parking lot be retained in a limestone surface. This is more compatible with the woodland setting and also with all other paths and open spaces in the area, all of which are either limestone or hog fuel. The Burnaby Horsemen's Association is desirous of having the surface remain in limestone as they do not wish to expose participating horses to any more asphalt surfaces than is absolutely necessary. The Association has soft surfacing throughout their leased land (paths, roadways and barn areas) and only soft surfacing exists on the public park portion, namely, trails, roads and riding rings. The Association would prefer to continue with this non-asphalt surfacing pattern in the equestrian areas.

The soft peat condition of the ground at this location will require a period of compaction before the surface of the parking lot stabilizes.

Authority to proceed at this time will ensure that the cutting of trees does not interfere with the nesting of bird life and will allow filling to take place up to the level of a temporary surface. The question of gravel vs. asphalt can then be addressed further by the Commission at a later date with an appropriate process to be followed at that time.

Attach.

C.C.
 Director Planning & Building Inspection
 Director Engineering
 Director Finance
 Chief Public Health Inspector
 Municipal Solicitor

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This letter of intent will confirm the agreement between the Municipality of Burnaby and the G.V.R.D. relating to the proposed development and use of the properties outlined in red on the attached Sketch No. 1.

It is mutually agreed between the two parties that:

1. The Municipality of Burnaby will be responsible for design and development of the parking lot as illustrated on attached Sketch No. 2.
2. Upon completion the parking lot will be maintained and supervised by the G.V.R.D.
3. Details of both supervision and control of access to the lot shall be jointly developed and agreed to by the G.V.R.D. and the Municipality of Burnaby.
4. First priority for parking will be given to users of the Equestrian Centre.
5. The properties shown on attached Sketch No. 1 will be utilized solely as a parking lot from the date of completion of the lot until the expiry date of the Burnaby Lake Regional Park lease now in effect between the Corporation of Burnaby and the G.V.R.D.

R.A. Hankin,
Manager, Regional Parks

D. Gaunt,
Director, Recreation and Cultural Services

CONCEPTUAL STATEMENT FOR
DEVELOPMENT PLAN OF EAST ENTRANCE TO
BURNABY LAKE REGIONAL PARK

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The public entrance at the east end of Burnaby Lake Regional Park is via Avalon Avenue off Cariboo Road. The major recreation use of this end of the park, at present, is the equestrian activity. While the Equestrian Centre is administered by the Municipality of Burnaby this recreation function should not be viewed as a private club nor as a separate entity from other park uses. The equestrian riding rings and trails may be used by non-members of this Centre as well, it is hoped that the horsemen will at times leave their horses and enjoy the proposed picnic area and pedestrian trails. To help integrate the activities a joint parking lot is proposed which will serve all the proposed recreation activities at this end of the park.

In accordance with the Proposed Development Plan (Burnaby Planning Dept. 1975), the following other park facilities are planned for the Avalon Avenue entrance area.

- o Picnic / vista area
- o Pedestrian trail
- o Bicycle trail
- o Access across the Brunette River

The recognized priority for Burnaby Lake Regional Park is a nature park and the majority of the area designated for wildlife habitat and refuge is at this east end of the park. To meet the objective of a proper balance between public use and conservation any development of park facilities should be quite limited so that public use of this end of the park does not lead to the destruction of that which we are attempting to conserve.

Use Guidelines

a) Parking Lot.

It is recommended that the joint-use parking lot be limited to a maximum of 100 car parking spaces, 50% of which should be designed for pull through for vehicles with horse trailers. This limited parking could reach capacity with equestrian user vehicles during special Equestrian Centre events. This is acceptable providing that this capacity is reached only five or six times a year. It is further recommended that if the Equestrian Centre expands according to its proposal and that an indoor arena is built, additional parking for such a facility be accommodated with that facility on the Equestrian Centre land.

b) Equestrian trails.

Horseback riding in the park is an acceptable recreation pursuit. To keep the proper balance between this activity and the conservation aspects

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of a nature park equestrian trails should be limited to the south side of the lake and equestrian expansion and activities (riding rings, cross country course and hunter jump course) should be limited to the south side of Avalon Avenue. Equestrian trails beyond the park boundaries (e.g. up Burnaby Mountain) should be encouraged.

c) Picnic / vista area.

A small picnic site of approximately ten to twelve picnic tables should be located close to the proposed parking lot, (the major picnic site will be developed at the Glencairn Entrance area). This area should also have a view of the Brunette River and if possible the dam structure. Toilet facilities should also be incorporated into the picnic area or may be located at the parking lot.

d) Pedestrian trails.

Completing the hiking trail around the lake is a priority. The parking lot will function as a trailhead facility, but pedestrian access onto the trail will also be provided at various locations, to connect to the municipal trail system. Design of this trail is critical in terms of location. It should have a limited impact on the wildlife habitat and refuge but it should also provide the hiker with a chance to experience and appreciate the diversity of habitats found in this nature park.

e) Bicycle trails.

The same use guidelines apply to bicycle trails as applied to pedestrian trails. Due to the difficulty of providing a hard surface for cycling enjoyment, the potential impacts on the conservation aspects of introducing another recreational activity in this nature park and the potential conflicts between bicycles, hikers and horses, bicycle trails are a very low priority in terms of the development programs for Burnaby Lake Regional Park.

f) Access across the Brunette River.

The Proposed Development Plan indicated that this crossing point should be over the existing GVSDD water control structure (dam).

GVSD are totally against allowing public access onto this structure due to the ease in which the water control can be tampered with or vandalized.

GVRD Parks Department will try to designate an alternate site for a bridge across the Brunette River. This alternate site is somewhat dependent upon negotiations for land or access on the Continental Can property. Initial discussions with Continental Can will take place later this month.

Site specific guidelines. (See attached plan).

a) Parking lot.

The site chosen for the joint use parking lot is on the north side of Avalon Avenue, opposite the Equestrian Centre. This area is well treed

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with deciduous trees (mainly alder and cottonwood), and a sparse under-story. The size of the parking lot is approximately 100' x 300' and is limited by the Brunette River to the north, a small stream to the west and uneven, higher ground to the east. A buffer zone of existing vegetation should be retained on all sides of the constructed lot with a minimum of 100' from the river and stream edges. This buffer zone should be enhanced by plantings of evergreen trees randomly planted throughout the existing vegetation.

The parking lot site is on a low lying area of medium to poor drainage (typical of much of the forested land surrounding Burnaby Lake). The construction of the parking lot should be granular fill of a minimum 3' depth. The lower granular layer should be coarser than the surface. The coarser material allows for some lateral movement of the water table but the finer surface layer should also allow for some absorption of rainfall. This reduces the problem of total runoff and collection of rainfall.

It is therefore recommended that this parking lot not be paved. The gravel surface should be crowned to pitch excess rainfall off the surface and therefore not puddle. Some differential settlement can be expected for the first few years after construction. Paving would crack and heave with this differential settlement. A maintenance program of grading the gravel surface will eliminate any problems of differential settlement.

The gravel surface is also a good filtering device to filter any oils and greases from the vehicles and trap them in the gravel prior to them entering any run-off ditches or streams.

b) Picnic / vista area

The area selected for this facility is the higher open ground (lawn area of the GVRD rental property), on the north side of Avalon Avenue. This high spot of ground affords a good view of the Brunette River and with some selective clearing, a view of the dam. This area is benched land (not suitable for a parking lot of any size) and lends itself to various levels for the picnic sites. Five or six picnic sites could be established at this time (funds permitting), but the full development of this area requires the termination of the rental of the western most GVRD property and removal of the structures.

c) Trails and Brunette River Crossing

These are indicated on the plan in a concept form only to show desire lines and connections. Trail locations will be flagged in the field by GVRD Parks staff prior to construction and will be assessed in terms of visitor experience, the natural environment and the problems of construction and maintenance.

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Future Planning

It is most important that when the parking lot and other facilities at the Avalon Avenue entrance are constructed that monitoring their use be carried out. There is a limited carrying capacity in this area in terms of a balance between public use and conservation. The parking lot has been sized to limit the public use at this end of the park. The parking lot will not be expanded when it reaches capacity use, but the recreation activities should be further dispersed.

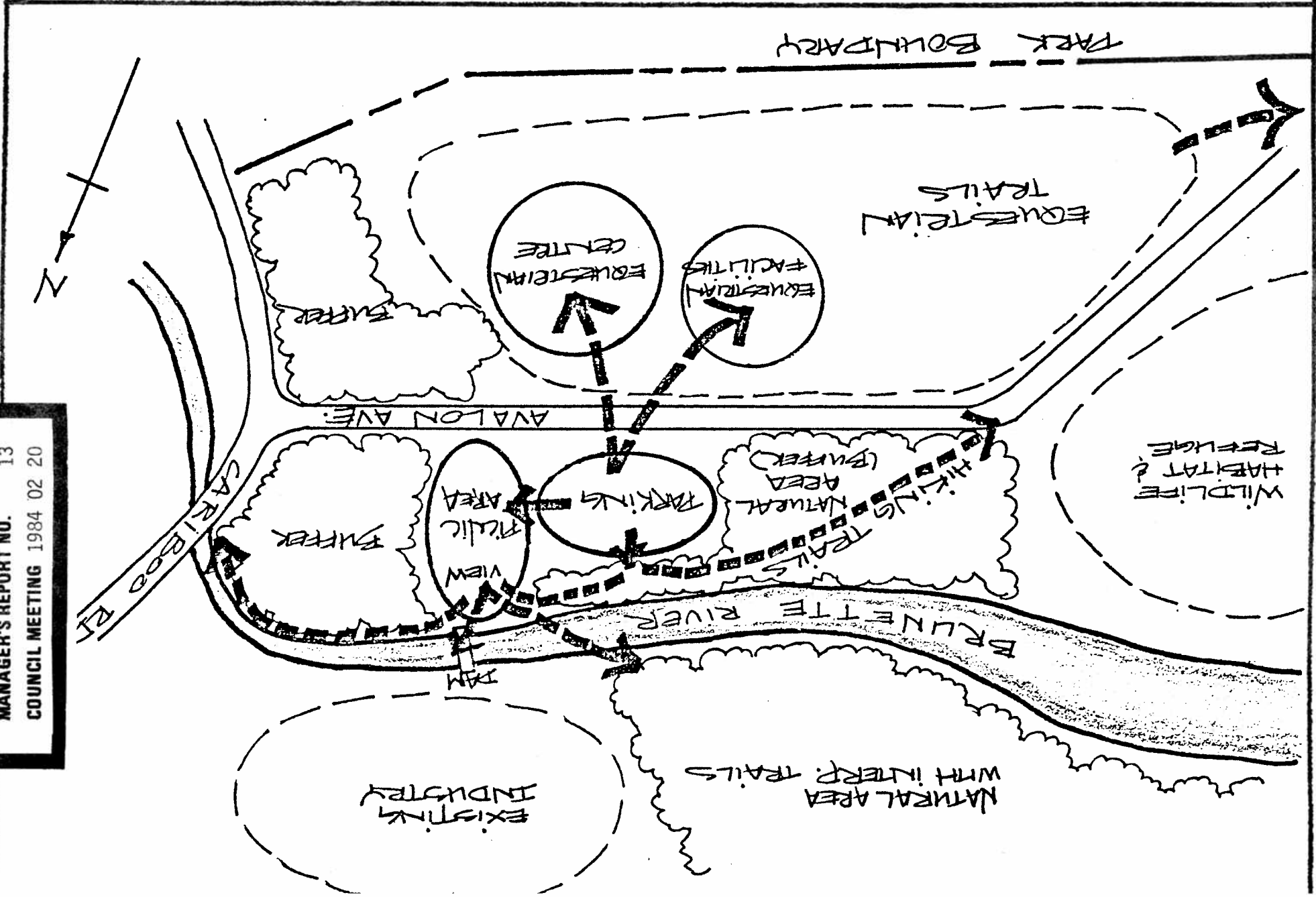
Development of trailhead parking, picnic area and other facilities are proposed for the Glencairn entrance to the park and these should be developed before the Avalon area is reaching capacity use.

It has been stated that no expansion of equestrian facilities should take place north of Avalon Avenue. A request by the Burnaby Horsemen's Association to place a hunter jump course north of Avalon has been refused. (see letter attached). GVRD Parks staff will be most willing to be involved with any planning study with respect to the Equestrian Centre expansion and it is recommended that Burnaby Recreation and Cultural Services coordinate this study.

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-BURNABY LAKE REGIONAL PARK
AVALON AVE. ENTRANCE
-DEVELOPMENT CONCEPT.

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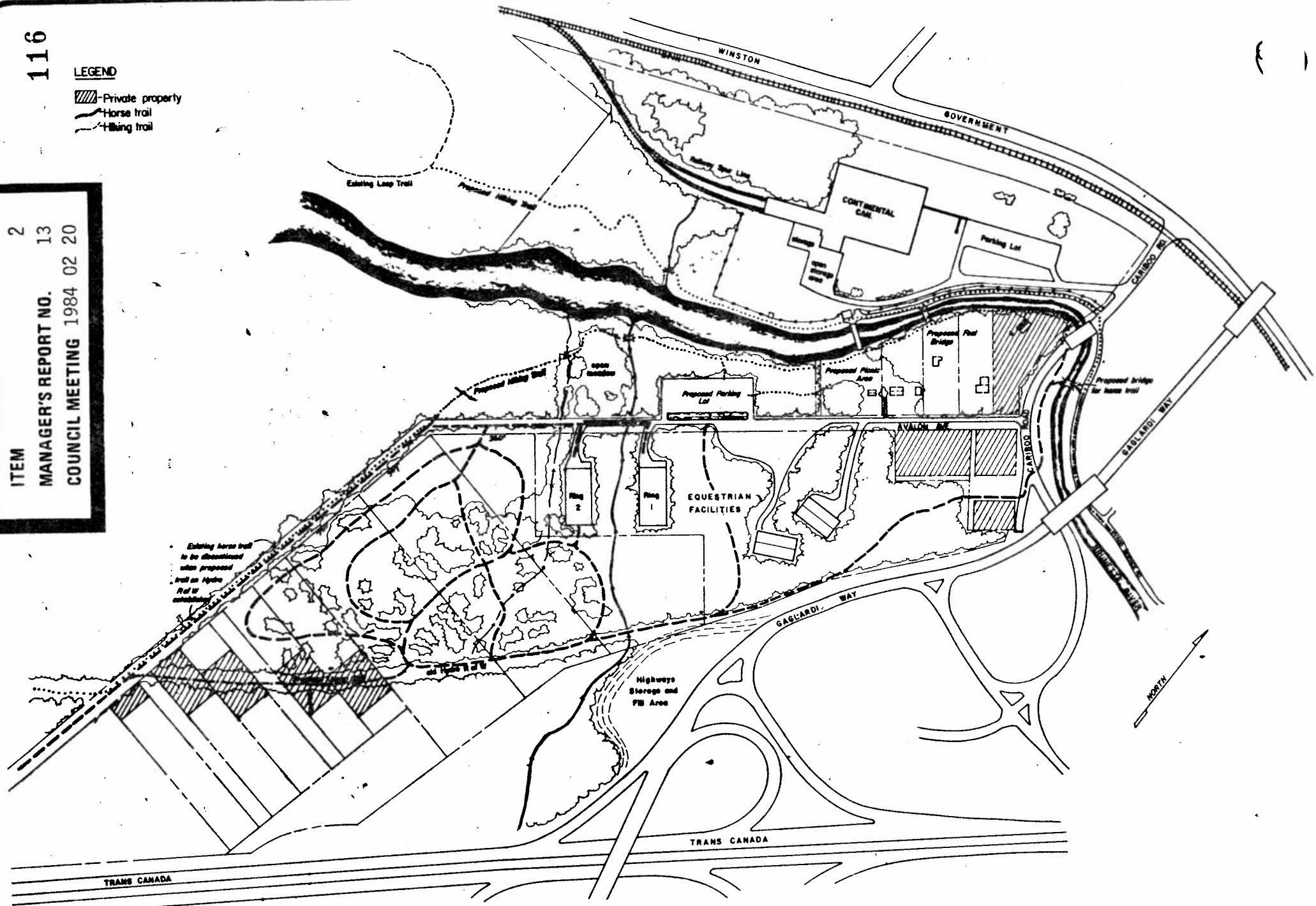
ATTACHMENT NO. 3

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LEGEND

-  Private property
-  Horse trail
-  Hiking trail



GREATER VANCOUVER REGIONAL DISTRICT



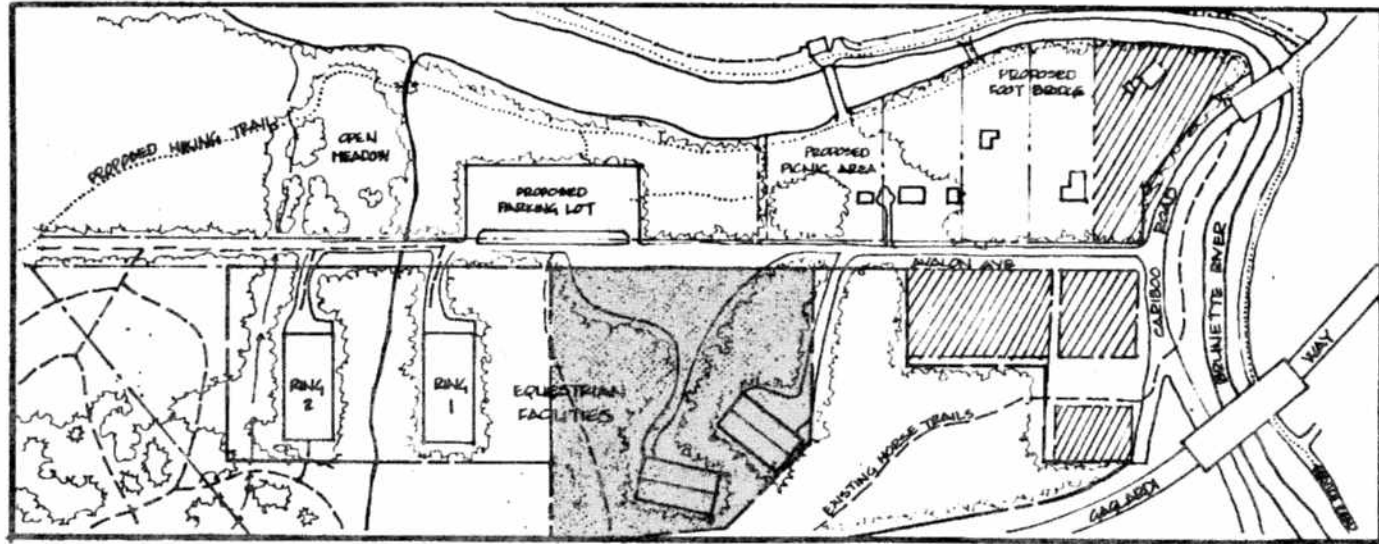
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PARK **BURNABY LAKE REGIONAL PARK**
 PROJECT **Avalon Avenue Entrance - Proposed Development Plan**

PROJECT No
 FILE No
 NEG No
 SHEET OF
 DWG No

SCALE 1:2000

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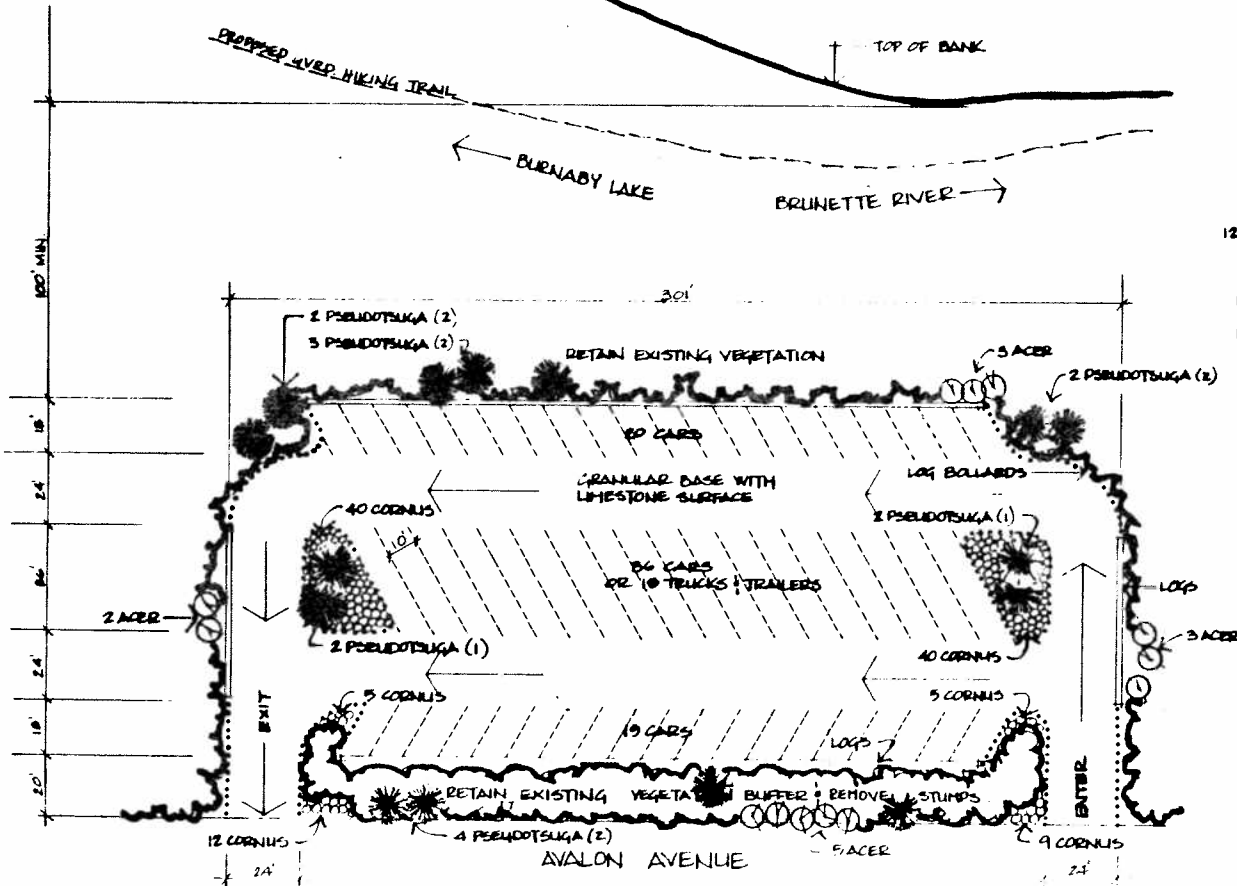


SITE PLAN
 SCALE 1:2000

BASED ON INFORMATION PROVIDED BY QVSB DIST

LEGEND

- PRIVATE PROPERTY
- B.H.A. LEASE



PLANT LIST

- 120 CORNUS STOLONIFERA - RED OMBEL DOGWOOD 60cm 24x24 FT 10m P.C.
- 4 PSEUDOTSUGA MENZIESII (1) DOUGLAS FIR 2.5m 8x8
- 11 PSEUDOTSUGA MENZIESII (2) DOUGLAS FIR 2.0m 8x8
- 13 ACER CROCATUM VINE MAPLE - CLUMPFORM 2.5m

NOTES

- LAYOUT OF ALL PLANT MATERIALS SHALL BE VERIFIED ON SITE BY LANDSCAPE ARCHITECT WHO MAY REQUEST MINOR LOCATION ADJUSTMENTS AS REQ.
- ALL CLEARING & DOUGH GRADING SHALL BE APPROVED ON SITE BY LANDSCAPE ARCH. PRIOR TO PLANTING.

PROJECT
 BURNABY HORSEMAN'S ASSOC.
 PROPOSED
 PARKING LOT & LANDSCAPING

BURNABY
 parks & recreation
 department

DESIGNED BY J. HOGAN
 DRAWN BY L. WYATT
 CHECKED BY
 DATE 28/02/85

SCALE 1:200
 DRAWING NO. 2-2-80

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