

ITEM 3
MANAGER'S REPORT NO. 22
COUNCIL MEETING 89/03/20

RE: BURNABY LAKE SPORTS COMPLEX
SOFTBALL/BASEBALL FACILITY

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Director Recreation & Cultural Services be adopted.

* * * * *

1989 MARCH 16

TO: MUNICIPAL MANAGER
FROM: DIRECTOR RECREATION & CULTURAL SERVICES
RE: BURNABY LAKE SPORTS COMPLEX: SOFTBALL/BASEBALL FACILITY

PURPOSE: To provide details of the need for a Softball/Baseball facility at Burnaby Lake Sports Complex and to comment on alternative sites and ecological implications.

RECOMMENDATION:

1. THAT the proposed location and extent of development for the Softball/Baseball facility at Burnaby Lake Sports Complex be approved.

REPORT

At its meeting of 1989 January 23, Municipal Council received a report from the Parks and Recreation Commission requesting approval for the expenditure of \$10,000 prior to the adoption of the 1989-1993 Capital Budget. These funds were required to undertake a geotechnical study in the Burnaby Lake Sports Complex area and begin initial clearing, filling and grading operations.

Council tabled the report pending information on the following issues:

1. The need for this facility including the local versus regional role that it would play.
2. A look at alternative sites with more suitable soils to accommodate the facility.
3. An ecological assessment of the site to delineate other values which may be traded off in the construction of the baseball/softball facility.

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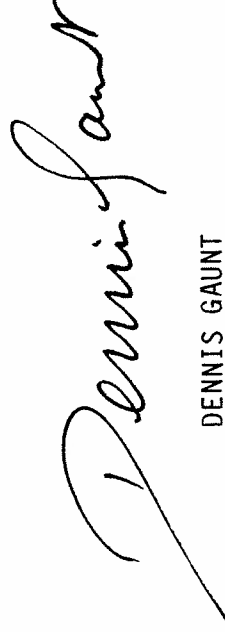
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These issues have been reviewed and evaluated and the attached report (attachment 'A') on this subject was received by the Parks and Recreation Commission at its meeting of 1989 March 01.

The Commission tabled the report and requested staff to provide more detail on the rationale for the size of the 200 metre natural green belt which is recommended between the proposed fields and Still Creek.

This information was provided to the Commission at its meeting of 1989 March 15 and is attached (attachment 'B') for the information of Council.

Following receipt of this report, the Commission lifted the March 01 report from the table and approved the recommendations contained therein.



DENNIS GAUNT
Director Recreation &
Cultural Services

PAL:hh
Attachs.

C.C.
Director Engineering
Director Finance
Director Planning & Building Inspection

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~~ITEM 5
DIRECTOR'S REPORT NO. 5
COMMISSION MEETING 89/03/04~~

RE: BURNABY LAKE SPORTS COMPLEX: SOFTBALL/ BASEBALL FACILITY

RECOMMENDATIONS:

ATTACHMENT 'A'

1. THAT the revised location for the development of three sportsfields in Burnaby Lake Sports Complex be approved.
2. THAT Council be requested to approve the proposed location and extent of development as detailed in this report.
3. THAT an expenditure of \$10,000 from general revenue included in the 1989 Provisional Operating Budget be approved to undertake a geotechnical study in the Burnaby Lake Sports Complex area and begin initial clearing, filling and grading operations, in preparation for the eventual development of future softball and baseball facilities.
4. THAT Council be requested to approve the expenditure of \$10,000 prior to the approval of the 1989 - 1993 Capital Budget.

REPORT

1.0 SUMMARY

The Commission recently recommended a program to start initial filling operations for the development of baseball facilities in the Burnaby Lake Sports Complex. This program was tabled by Council pending a more in-depth assessment of the need for the facility, an evaluation of alternative sites and an ecological assessment of the area under consideration. The results of the evaluation are contained within this report.

An evaluation of the need for this facility has confirmed that Burnaby is badly in need of more adult softball and baseball facilities to meet both current and future expected demands. Three full sized fields are required. These fields should all be developed together in one complex in order to be both cost and space efficient and to stimulate enough activity to support spectator satisfaction. Grouping of the facilities would also permit leagues to host various levels of play-off tournaments.

An evaluation of the entire park system by a number of criteria confirmed that the Burnaby Lake Sports Complex is the only available park space that can support such a proposal. This proposal follows the masterplan for the area which recommends that such amenities are appropriate for the site and are an essential characteristic of a major sports complex if it is to meet the diverse needs of the community.

A reassessment of the recent development proposal has lead to the current recommendation to relocate the future roadway and the sportsfield approximately 200 metres further southward leaving approximately 26 acres as a natural greenbelt between the fields and Still Creek. This new site has lower environmental value and can sustain the proposed level of development. Council's request for an ecological assessment is addressed in Section 6.0 under the headings of Habitat Protection, Soils, Groundwater and Fish Values.

It is recommended that the geotechnical study proceed on the proposed site and on the adjacent buffer land as required in order to develop guidelines that would minimize potential impacts and, to provide direction for a safely engineered project.

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2.0 BACKGROUND

At their meeting of 1989 January 18 the Commission approved a report recommending that a geotechnical study be initiated to develop a set of guidelines for the land filling and grading operations in the Burnaby Lake Sports Complex area. This work was to be in preparation for the eventual development of future softball and baseball facilities according to our masterplan for the area. This report was referred to Council to seek prior approval for the expenditure of \$10,000 prior to adoption of the 1989 - 1993 Capital Budget. Council tabled the report pending receipt of a report on the following issues:

1. The need for this facility including the local versus regional role that it would play.
2. A look at alternative sites with more suitable soils to accommodate the facility.
3. An ecological assessment of the site to delineate other values which may be traded off in the construction of the baseball/softball facility.

A review and evaluation of these issues has confirmed the importance of proceeding with the development of these facilities and has lead to the recommendation to relocate the proposed facility to an alternate site. Each of these issues is addressed separately below.

3.0 THE NEED FOR THIS FACILITY

The Corporation is meeting a commitment to provide sufficient facilities to meet the community demands for soccer, field hockey, rugby and tennis but, the provision of facilities for both adult softball and baseball has lagged behind to the point where a disparity exists.

More facilities are required to meet the growing demands and to provide the same level of commitment provided for other community groups. The facility will contain 3 softball/baseball diamonds.

3.1 ADULT SOFTBALL

Burnaby is badly in need of more adult softball facilities to meet the high demand for this sport. The Master Plan indicates that the existing adult softball facilities are not meeting current demands.

The assessment of staff is that participation will stay at present levels for some years into the foreseeable future. The demand for adult softball facilities is now so great that over 100 requests for 2 1/2 hour allotments on softball diamonds were denied in both 1987 and 1988. Along with the shortage of diamonds we have 120 - 2 1/2 hour allotments in 1988 that are adult groups playing on undersized and poor facilities (most of which are elementary school sites and are impractical to upgrade).

This 3 diamond facility would help meet the high demand for adult softball tournament facilities and enable us to phase out tournaments on existing neighbourhood parks such as Wesburn and Confederation which are not suitable for tournament use.

3.2 ADULT BASEBALL

There are 3 adult baseball clubs playing in Burnaby. The only existing adult sized diamond is at Central Park, which is overcrowded and not capable of meeting current demand. Two facilities comparable with Central Park are required.

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3.2 ADULT BASEBALL - continued...

A diamond is presently being upgraded at Robert Burnaby Park which will provide for one of these clubs, the Burnaby Major Juvenile and Colt Association.

The adopted Metrotown Development Plan calls for the eventual relocation of the baseball and softball diamond at Central Park to allow the development of a park facility which fits more appropriately with the surrounding Town Centre Development. The new diamond at Robert Burnaby Park will not provide sufficient playing time for all 3 of these clubs, therefore there is a need for replacing the existing Central Park baseball and softball diamond somewhere within the community.

3.3 MINOR SOFTBALL NEED FOR FACILITIES

With the recent amalgamation of 4 youth softball leagues, Burnaby now has an established competitive youth softball program. The Burnaby Minor Softball Association has grown from 5 teams in 1986 to over 46 teams in 1988. For 1989, registration is expected to exceed 55 teams.

To accommodate this growth, renovations have been made to several existing ball diamonds to upgrade them from casual play facilities to competitive calibre facilities. The potential for growth in youth softball is tremendous. For example, Richmond has over 3 times as many youth softball participants than are presently playing in Burnaby.

As the program expands, there is a need for one top quality competitive softball diamond to accommodate select team play.

4.0 ALTERNATIVE SITE LOCATIONS

Before an analysis of alternative sites could be undertaken, a review of the basic components needed for the facility and their space requirements was undertaken. This review confirmed that the baseball facility should accommodate the following:

- three softball/baseball fields with backstops and an outfield distance of 350 feet
- parking space for approximately 150 cars
- washroom, changeroom and concession space of approximately 1500 square feet
- bleachers and ancillary facilities

The ideal arrangement is to combine all these facilities into one complex. This permits the most efficient scheduling opportunities plus, is the most cost effective. Dispersing the components into separate park components would necessitate an increase in development costs since the support facilities such as washrooms would have to be duplicated on each site. Also, an added benefit of combining all the facilities on one site is that enough activity and interest is generated to attract sport spectator enthusiasts. Further, it would enable clubs to host provincial and national playoffs which require large sites with spectator facilities.

A complete analysis of the park system was conducted to determine where the facility could be located. Criteria used in making the analysis included;

- adequate space requirements
- ease of pedestrian and vehicle entry
- environmental considerations
- complimentary adjacent land-uses especially where neighbouring residents may be affected

Five parks were considered as possible site locations; Confederation Park, Deer Lake Park, Squid Lake Park, Riverway Sports Complex and The Burnaby Lake Sports Complex area.

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The first four parks were rejected because they did not meet the criteria developed for the assessment process. Only the fifth site, an area within the Burnaby Lake Sports Complex area as shown on Attachment #1, is considered appropriate to accommodate our future softball/baseball needs.

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The proposal for the development of the additional sports facilities in this area fall well within the guidelines formulated in the adopted 1976 Development Plan Concept for Burnaby Lake Sports Complex. A copy of the adopted land-use plan is shown on Attachment #1. That report recommended that the existing Sports Complex should become the core area to meet the immediate objectives. In combination with the municipal facilities, privately funded sports oriented amenities would be permitted on the municipal land as an adjunct to the core area. The report also recommended that the land south of Still Creek should become parkland to serve as a greenbelt and to hold, for the future, additional lands to meet the growing needs of the community. Thus complimentary land-uses were assigned to this property; preservation near Still Creek and development of recreational facilities further southward toward the core area. This objective can be achieved through the current design proposal.

5.0 PROPOSAL

The location of pre-load fill for the future construction of an east/west road connector is a major factor influencing the location of the sportsfields. This road defines the boundary between the parkland and the core area designated for construction of sports facilities.

The current location of the fill is shown on Attachment #2. This fill material was placed in its present location by the Engineering Department during the construction of the Kensington Overpass.

It was located further north than proposed in the masterplan to accommodate a specific development proposal that required more space than was available in the core zone, south of the roadway. That proposal, which was being advanced by a private firm, has now since been withdrawn leaving the opportunity of relocating the proposed road back to its originally proposed location approximately 100 meters further south than it currently exists.

By shifting the proposed location of the road back by 100 meters we would then be able to advance the original recommendations of the Burnaby Lake Sports Complex Masterplan study. The softball/baseball facility, which was recently considered for development north of the existing fill can now be pulled back an additional 100 meters from Still Creek, leaving a total greenbelt south of Still Creek of no less than 200 meters.

The design of the complex would stress the need to concentrate the park development components as close to the road as possible including buildings, backstops and parking facilities while orienting the open fields towards the greenbelt. The goal would be to create a natural transition from the busier and more built-up section, through to the fields and then, to the quieter low-density preservation zone so as to reduce both noise and visual intrusions into the buffer. A conceptual cross section sketch of this design philosophy is shown on Attachment #3. A future pedestrian/equestrian trail link and jogging circuit through this area to Still Creek and then eastward to the sports complex and Burnaby Lake trails is warranted. This follows the same theme that has been implemented with the existing Sports Complex facilities.

The Director Engineering has concurred with the proposal to relocate the fill for the roadway back to the originally proposed location provided that such work follows the recommendations and directions of a geotechnical engineer. The Director Planning and Building Inspection concurs with the proposal as described above.

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6.0 ENVIRONMENTAL CONSIDERATIONS

6.1 HABITAT PROTECTION

The construction of the three sportsfields will represent a direct loss of approximately 14 acres of wildlife habitat. However, site reconnaissance indicates that this area does not possess high wildlife values and development on this site would represent a wise trade-off option for protection of more valuable habitat.

The vegetation in the vicinity of the three sportsfields is characteristic of plant communities found on peat soils. The growth is largely deciduous shrub and small tree growth with some mid-sized conifers on the drier land. However, much of the vegetation has been degraded probably as a result of old filling operations in the vicinity as well as surrounding community development. No direct wildlife surveys were done but some generalizations based on vegetation can be drawn. Since the plant cover is largely homogeneous with very little habitat differentiation the area is unlikely to support a large wildlife population. The area proposed for sportsfield construction is certainly not as ecologically important as the wetlands being preserved closer to Still Creek.

The new location of the sports fields would be set back at least 200 meters from Still Creek leaving approximately 26 acres of existing natural terrain for a greenbelt.

During the site review stage, consideration was given to the construction of sportsfields on the parkland east of Kensington Avenue to Still Creek as suggested in the original development plan concept (Attachment #2). This area was rejected because of its ecological value and because it is too small to accommodate the required number of fields. Thus, by locating the fields west of Kensington, the much more valuable and sensitive lands east of Kensington can be retained in its natural state with no further development options considered except the installation of a trail along Still Creek as proposed in the trail masterplan. This represents a wise land-use decision that allows for the preservation of sensitive areas while also satisfying the demands for recreational facilities.

6.2 SOILS

The soils in the vicinity of the new fields have been studied by a geotechnical engineer in 1985 for the Corporation. According to that report this area is underlain with peat deposits generally 3 to 4 meters thick with some previously filled areas immediately to the south. These soils do not pose any significant limitations to development and are more stable than on the site recently proposed, which is underlain with deeper peat soils with a higher moisture content.

Building sports fields and associated amenities on these soils is feasible with guidance from an engineer. The consultant's report has indicated that fills for areas to be occupied by playing fields should be at least 1.2m thick. Granular fills for roads and paved parking should be 2.5m thick and preloaded. Installation of utilities and small buildings should be founded on either piles or spread footings depending on specific site conditions.

Development of sports facilities on peat soils is not a new situation. Sports facilities have been developed on similar conditions throughout this sports complex area and also at Riverway Sports Complex with very successful results.

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More detailed site evaluations are needed along with detailed directions from a geotechnical engineer. It is therefore recommended that a geotechnical engineer be retained with the funds provided in the 1989 Capital Budget to undertake a detailed site analysis for the purpose of providing guidelines for the filling operations for both the sport facilities and the relocated road base.

6.3

GROUNDWATER

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No site specific investigations into possible impacts on groundwater have been conducted. However, we can generalize from related research done by geotechnical consultants in similar environments. Recent studies done for the Engineering Department have indicated in general that:

- modification of the topography can have an impact on the drainage characteristics of the adjacent areas.
- placement of fill can result in a significant temporary rise in groundwater pressures both underneath the fill and around the perimeter but, is displaced with time.
- some mounding of permanent groundwater level above the pre-filling level can occur.

The specific results of these impacts needs to be accessed on a site specific basis.

In the area in question some changes in the groundwater table have already occurred probably as a result of old fill operations that occurred many years ago as well as adjacent road construction. This has resulted in the decline in tree health in the area where clearing and filling is now proposed. Some prevention of changes in groundwater conditions can be achieved by the placement of drainage ditches. It is therefore recommended that a geotechnical engineer be engaged to explore this issue as well and provide direction that would prevent harmful changes in groundwater behaviour.

6.4

FISH VALUES

Currently, there is a man-made drainage channel flowing through this site which will have to be relocated to its western perimeter. Prior to any filling operations, contact will be made with the Provincial Fish and Wildlife authorities to determine if there is any fishery value associated with the watercourse. If it is deemed necessary by that agency, measures will be introduced to improve the fish habitat through the stream relocation. This type of work has proven to have been very successful in the Byrne Creek relocation project.

In addition, all fill material will be with inert granular and clay materials. No hogfuel or similar wastewood materials will be used unless it is absolutely necessary for access and road construction. In such cases, a permit will be applied for from the Provincial Waste Management Branch.

7.0 CONCLUSION

If the Corporation is to continue to support softball and baseball leagues then it must supply the facilities necessary for those activities.

Our present facilities do not meet current demand. The proposed site at Burnaby Lake Sports Complex is the last parcel of land suitable for supporting that level of development.

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The amount of space that is available, its ease of access and surrounding complimentary land-uses make the area the most logical choice in the search for alternatives. Environmentally, the decision is the wisest land-use alternative. The proposed development is on an area with low or moderate ecological value and is on land that is degraded to some extent. In turn, it allows protection and preservation of substantial amounts of natural greenbelts along Still Creek. By locating the proposed facilities as far away from Still Creek as possible, the goals of the masterplan for both sports facilities and preservation zones can be met.

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JWK/ES:cs

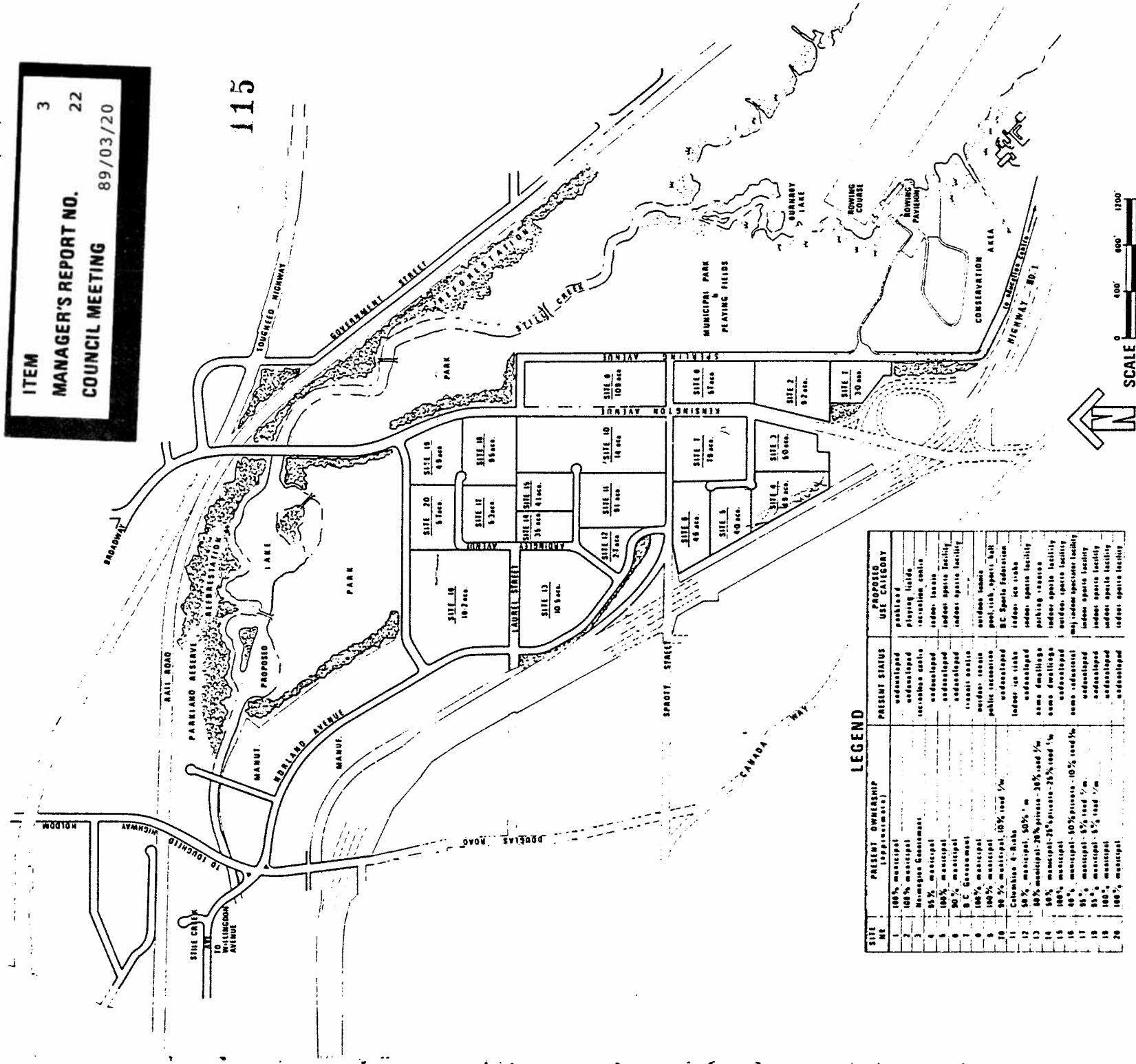
Attachments (3)

cc: Director Engineering
Director Planning and Building Inspection
Director Finance

ATTACHMENT #1

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LEGEND

| SITE NO. | PRESENT OWNERSHIP (APPROXIMATE) | PRESENT STATUS | PROPOSED USE CATEGORY |
|----------|--|---------------------|------------------------|
| 1 | 100% municipal | undeveloped | parking |
| 2 | 100% municipal | undeveloped | playing fields |
| 3 | Municipal Government | recreational centre | recreation centre |
| 4 | 95% municipal | undeveloped | indoor tennis |
| 5 | 100% municipal | undeveloped | indoor tennis facility |
| 6 | 90% municipal | undeveloped | indoor tennis facility |
| 7 | B.C. Government | recreational centre | recreation centre |
| 8 | 100% municipal | recreational centre | recreation centre |
| 9 | 100% municipal, 10% land /% | public recreation | recreation centre |
| 10 | 94% municipal, 10% land /% | public recreation | recreation centre |
| 11 | Calcutt & Robb | undeveloped | recreation centre |
| 12 | 100% municipal, 50% /% | undeveloped | recreation centre |
| 13 | 100% municipal, 20% private, 20% land /% | undeveloped | recreation centre |
| 14 | 100% municipal, 25% private, 25% land /% | undeveloped | recreation centre |
| 15 | 100% municipal | undeveloped | recreation centre |
| 16 | 40% municipal, 60% private, 10% land /% | undeveloped | recreation centre |
| 17 | 95% municipal, 5% land /% | undeveloped | recreation centre |
| 18 | 100% municipal, 5% land /% | undeveloped | recreation centre |
| 19 | 100% municipal | undeveloped | recreation centre |
| 20 | 100% municipal | undeveloped | recreation centre |

PROPOSED LAND USE AND SUBDIVISIONS

FIGURE 8

FROM "BURNABY LAKE SPORTS COMPLEX DEVELOPMENT"

PLAN CONCEPT 1976

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ATTACHMENT #2"

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STILL CREEK

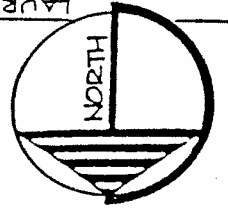
NATURAL GREENBELT
 (13 ACRES)

SPERLING
 KENNINGTON
 BUFFER

1200ft

GREENBELT
 NATURAL GREENBELT
 (26 ACRES)

ARDINGLEY AVE
 DAZN CRY
 LACREL A



NORLAND AVE
 TRANS CANADA HWY.
 DOWN AVE.



PROPOSED NEW LOCATION OF SPORTS FIELDS, ROAD
 PARKING **P** AND FIELDHOUSE **F** (14 ACRES TOTAL)

PREVIOUS PROPOSED LOCATION OF SPORTS FIELDS, ROAD AND PARKING

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PROJECT
 BURNABY LAKE
 SPORTS COMPLEX
 SOFTBALL/BASEBALL
 FACILITY

DESIGNED BY
 DRAWN BY LW
 CHECKED BY
 DATE 09/02
 SCALE NTS

BURNABY
 parks & recreation
 department

DRAWING NO.
 OP. 9-1-1065

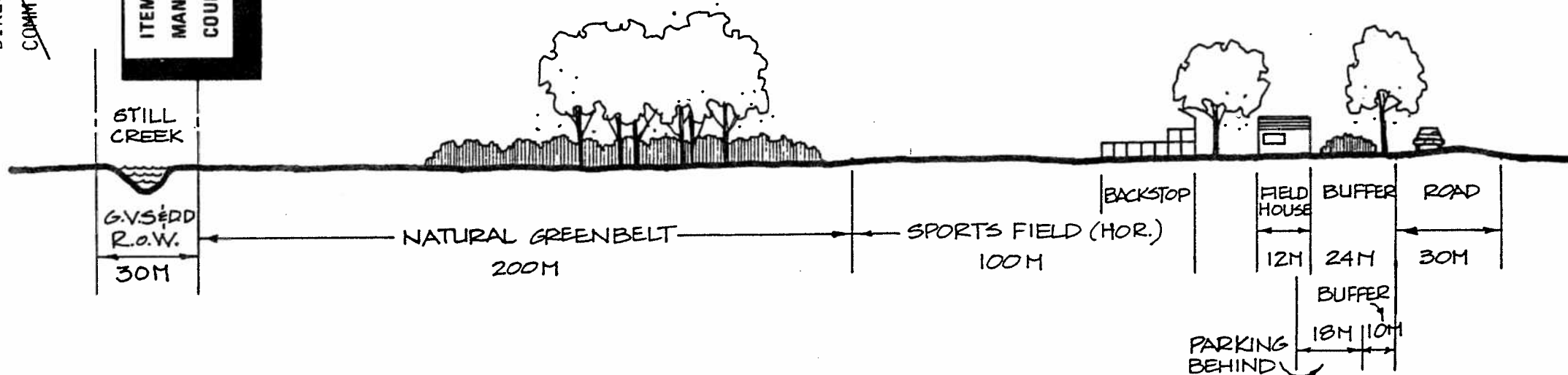
REV.

"ATTACHMENT #3"

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 SPORTS COMPLEX
 SOFTBALL/BASEBALL
 FACILITY

DESIGNED BY
 DRAWN BY LW
 CHECKED BY
 DATE 89/02
 SCALE NTS

BURNABY
 parks & recreation
 department

DRAWING No.
 OP 9-1-1075

REV.

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ITEM 1
DIRECTOR'S REPORT NO. 07
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RE: BURNABY LAKE SPORTS COMPLEX - SOFTBALL/BASEBALL FACILITY

RECOMMENDATION:

ATTACHMENT 'B'

1. THAT this report be received for information purposes.

REPORT

At its meeting of 1989 March 01 Commission tabled a report on the above captioned topic pending receipt of an additional report addressing the need for a 200 metre natural green belt between the proposed fields and Still Creek. That response is provided below. The sketch from the previous Commission report showing the proposed site layout is attached for ease of reference.

One of the goals of our proposal was to maximize the distance between the sportsfields and Still Creek in order to preserve as much of the natural green belt as possible.

One of the reasons for this is the physical limitations to development. In particular, the ground conditions become less suitable for development the closer one moves toward the creek. It has a very high waterable and weak peatty soils that exceed 8 metres in depth north of the proposed sportsfields. Placing the fields southward their maximum distance helped to alleviate any potential flood and geotechnical problems.

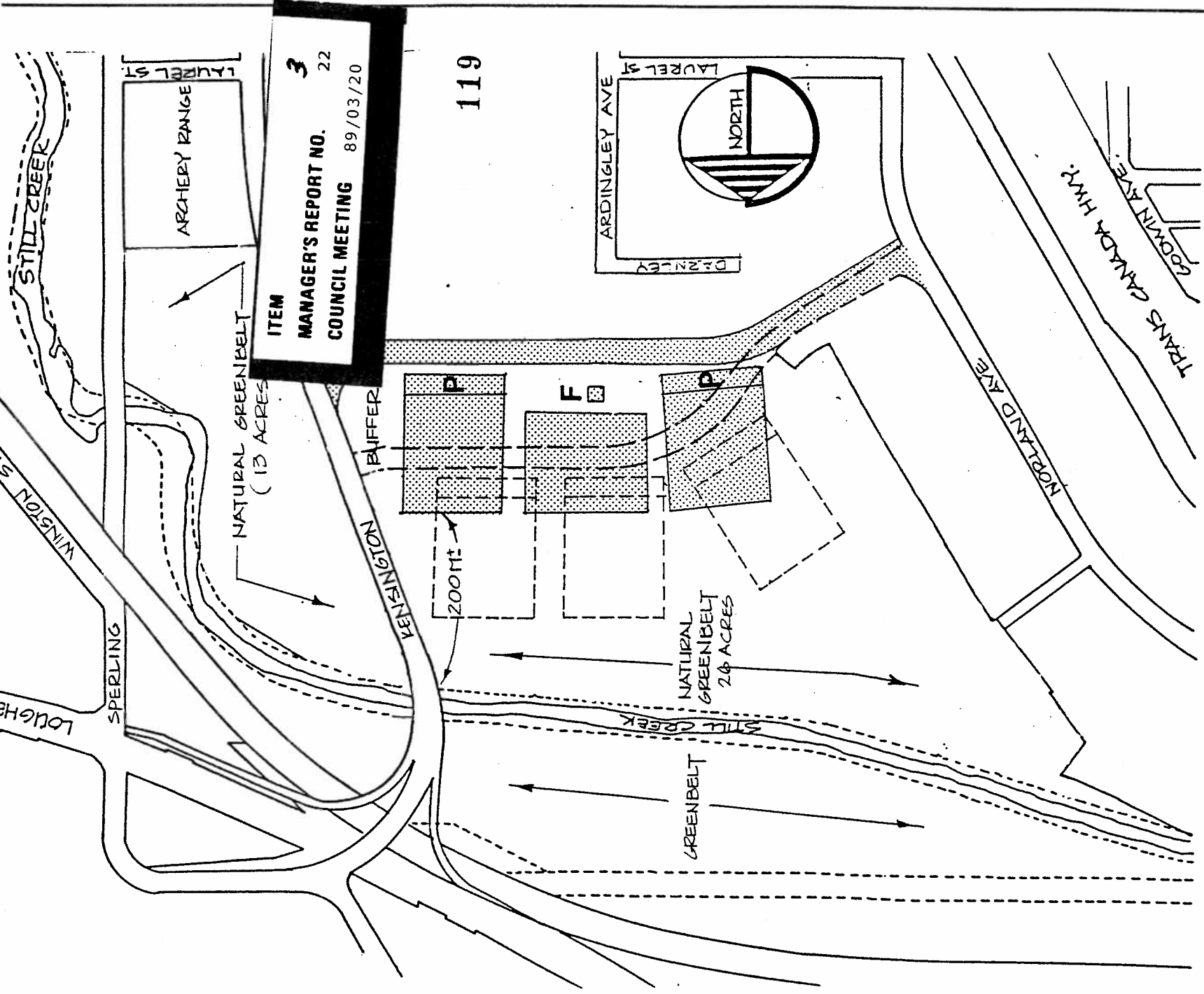
The second reason for the proposed location was to achieve as much natural green space as possible. The area adjacent the creek has high natural value that would be very complementary to a future trail network along the creek. An area of 26 acres is sufficient enough to support wildlife. This makes the area interesting, provides diversity and enough separation from the sportsfields so that any noise disturbance is minimized.

The 200 metre setback from the creek was not a critical dimension that we attempted to achieve. While we did have indications from the Planning and Building Inspection Department that a 100 metre setback was the minimum amount acceptable our goal was to provide as much buffering as possible. This has been achieved through the present proposal.

The Commission expressed a concern that the land has a lot of potential value. The conclusion to be drawn from this report is that preservation of the land as a natural green belt is the best allocation of the site.

JK:je1
Attach.

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PROPOSED NEW LOCATION OF SPORTS FIELDS, ROAD, PARKING **P** AND FIELDHOUSE **F** - (14 ACRES TOTAL)

PREVIOUS PROPOSED LOCATION OF SPORTS FIELDS, ROAD AND PARKING

PROJECT

BURNABY LAKE
SPORTS COMPLEX
SOFTBALL/BASEBALL
FACILITY

DESIGNED BY

DRAWN BY LW

CHECKED BY

DATE 09/02

SCALE NTS

BURNABY

parks & recreation
department

DRAWING NO.

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REV.