

ITEM	17
MANAGER'S REPORT NO.	46
COUNCIL MEETING	90/07/09

RE: RELOCATION OF CONFEDERATION PARK SPORTSFIELD

MUNICIPAL MANAGER'S COMMENTS:

The Municipal Manager received two reports on the subject of the relocation of Confederation Park Sportsfield, one from the Director Recreation and Cultural Services which transmits the decision of the Parks and Recreation Commission to relocate the field to the corner of Willingdon Avenue and Penzance Drive and one from the Director Planning and Building Inspection which recommends that the question of the relocation of the field be referred back to the Commission for review and consideration of alternative sites. Inasmuch as the recommendations in the two reports are incompatible for concurrent adoption by Council, the Municipal Manager has chosen to combine the two Departmental reports into one with the Manager's comments and recommendation appearing on the front page of the combined report. In this way, Council has been provided, in one report, the comments of Planning and Building Inspection staff, the Parks and Recreation staff, and the Parks and Recreation Commission.

The Municipal Manager is cognizant of the fact that staff members of both Departments have worked diligently to find the best overall solution to the relocation of the field. The Manager is also aware that the Parks and Recreation Commission has sought the opinions of the community in having sponsored a public meeting for that purpose and has no doubt taken those opinions as well as many others into account when reaching their decision to choose a location at the corner of Willingdon Avenue and Penzance Drive.

The Municipal Manager concurs in the recommendations of the Director Recreation and Cultural Services.

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1990 JUNE 21

TO : MUNICIPAL MANAGER
 FROM : DIRECTOR RECREATION & CULTURAL SERVICES
 RE : RELOCATION OF CONFEDERATION PARK SPORTSFIELD
 PURPOSE: To request Council authority for funding to relocate the soccer pitch at Confederation Park to allow the construction of the new indoor swimming pool.

RECOMMENDATIONS:

1. THAT the siting and design for relocation of the lit all-weather sportsfield at Confederation Park be approved.
2. THAT the seasonal watercourse located within the proposed field be covered.
3. THAT a Capital Reserve Expenditure Bylaw in the amount of \$393,800 be brought down for the construction of the sportsfield.

REPORT

At its meeting of 1990 June 20, the Parks and Recreation Commission considered the relocation of the lit all-weather sportsfield at Confederation Park preparatory to the construction of the new Confederation Park swimming pool.

The Commission approved a location at the corner of Willingdon Avenue and Penzance Drive as shown on Attachment #1.

PUBLIC MEETING:

The Commission had previously taken the plans for the swimming pool and relocated soccer pitch to a public meeting on 1990 May 30. Apart from some constructive criticisms which the Commission has subsequently reviewed, the total program was received enthusiastically by the majority of over 200 people attending the meeting.

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CURRENT SOCCER PITCH:

Currently, a lit all-weather soccer pitch and two adult softball diamonds occupy the field at the corner of Willingdon and Pandora, the site selected for the new swimming pool. The soccer pitch and one ball diamond would be moved in a northerly direction to the corner of Willingdon and Penzance. The Parks and Recreation Commission will make accommodation for the other ball diamond activities at Kensington Park and these costs are also included in this estimate and recommendation.

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SEASONAL WATERCOURSE:

The new site to be occupied by the soccer pitch contains a drainage area which at certain times of year becomes an open watercourse carrying run off drainage water.

The Parks and Recreation Commission is aware that Council approval is required prior to the covering of any watercourse. Consequently, in the interests of achieving the total development of the swimming pool and the soccer pitch, the Commission requests Council's concurrence to the covering of the watercourse which is little more than an open ditch.

DESIGN:

Attachment #2 shows the soccer pitch in more detail. The design concept for the relocated field is tightly arranged with various site features. Minimum sportsfield setbacks from the surrounding features as shown in Attachment #2 are as follows:

- 25 feet from the Willingdon Avenue park property line
- 65 feet from the Penzance Drive park property line
- 40 feet from the North Burnaby Lawn Bowling Clubhouse
- 25 feet from the North Burnaby Pool parking lot

Future plans for Willingdon Avenue call for road widening to four lanes. This would shift the property line ten feet further east reducing field surface separation from the Willingdon Park boundary to 15 feet. Fencing would be required around most of the field perimeter for safety. This has been taken into consideration in the design and cost estimate.

The sportsfield would require large amounts of fill from zero to a maximum of 13 1/2 feet at the depression at the field's north-west corner. A major G.V.R.D. water main crossing the southern portion of the field restricts the extent to which the field can be lowered to reduce fill required. Perimeter slopes around the field as a result of filling are all achievable without the need for retaining walls. There would be a 20 percent slope from the new pool parking lot to the field and a 20 percent slope from the field north to Penzance Drive. A limestone path would be provided from the corner of Willingdon Avenue and Penzance Drive to the sportsfield, lawn bowling and running oval, thus providing needed pedestrian access into the park from Penzance and Willingdon.

BURNABY NORTH LAWN BOWLING CLUB PARKING LOT:

The confined space at the corner of Willingdon and Penzance necessitates downsizing the existing gravel lawn bowling parking lot. This lot will have to be decreased from its current capacity of 50 cars to an approximate capacity of 33 cars. Provision has been made in the design to develop a vegetative buffer between the field and the parking lot in order to create a greater sense of separation between the two activities and enhance the visual setting of a parking lot adjacent to an all-weather field. Chain link fence of suitable height will be installed to protect the cars from damage from flying balls.

To compensate for the decrease in parking facilities, additional stalls will be added in 1991 to the proposed model railway parking lot that will be constructed off Penzance immediately north of the lawn bowling area as shown on Attachment #1.


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FINANCING:

The 1990-1994 Capital Budget includes an estimate of \$295,000 for Confederation Park sportsfield relocation. The revised estimate of \$393,800 is attributed to the costs associated with the location finally selected for the new field including the amount of fill required.

The Parks and Recreation Commission request the concurrence of Council in the location of the sportsfield which requires the covering of the seasonal watercourse and to bring down a bylaw in the amount of \$393,800 to fund the project.

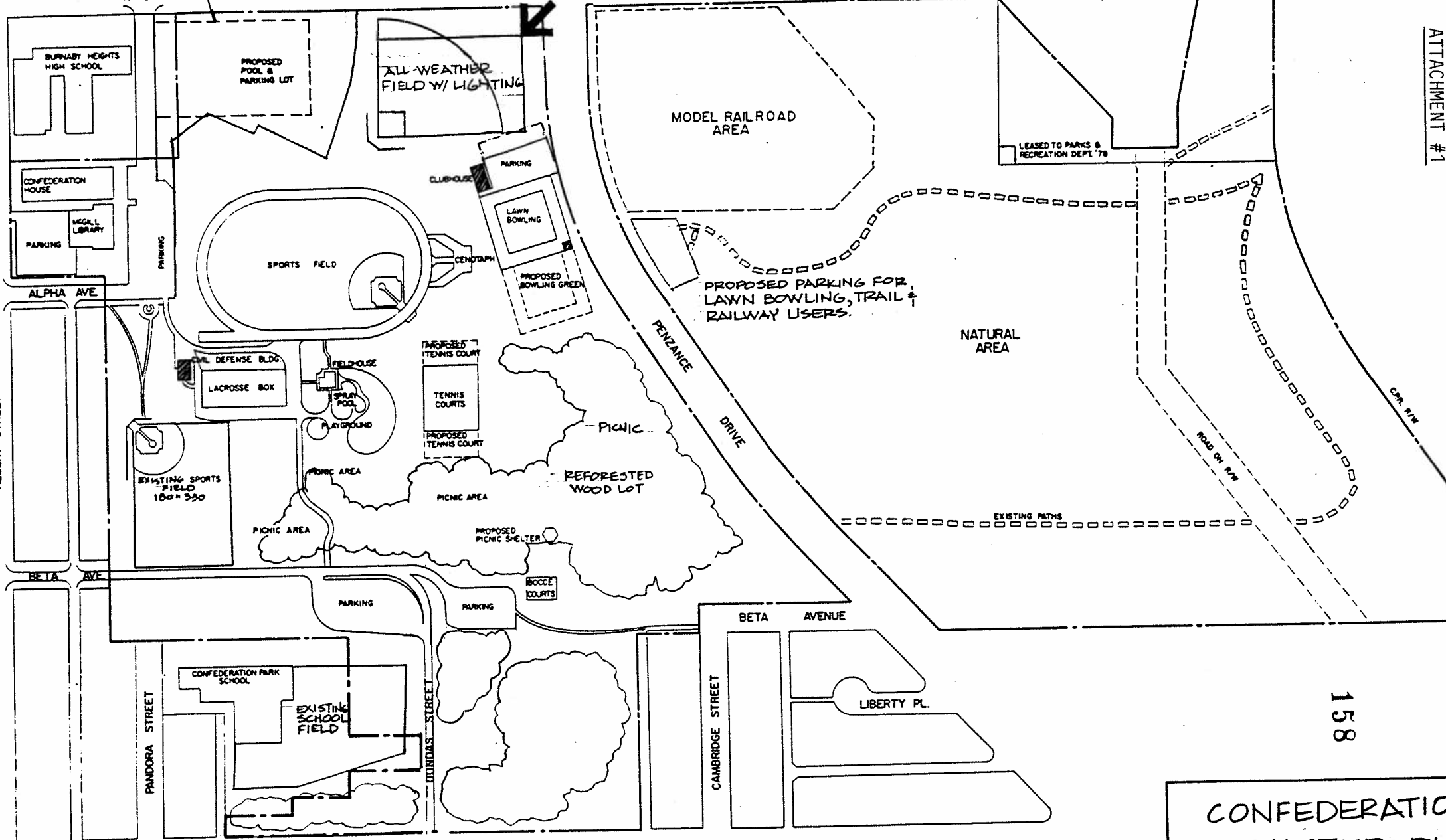

fa DENNIS GAUNT
Director Recreation &
Cultural Services

DG:hh
Attach.

c.c. Director Finance
Director Planning & Building Inspection

EXISTING FIELD

WILLINGTON AVENUE



ATTACHMENT #1

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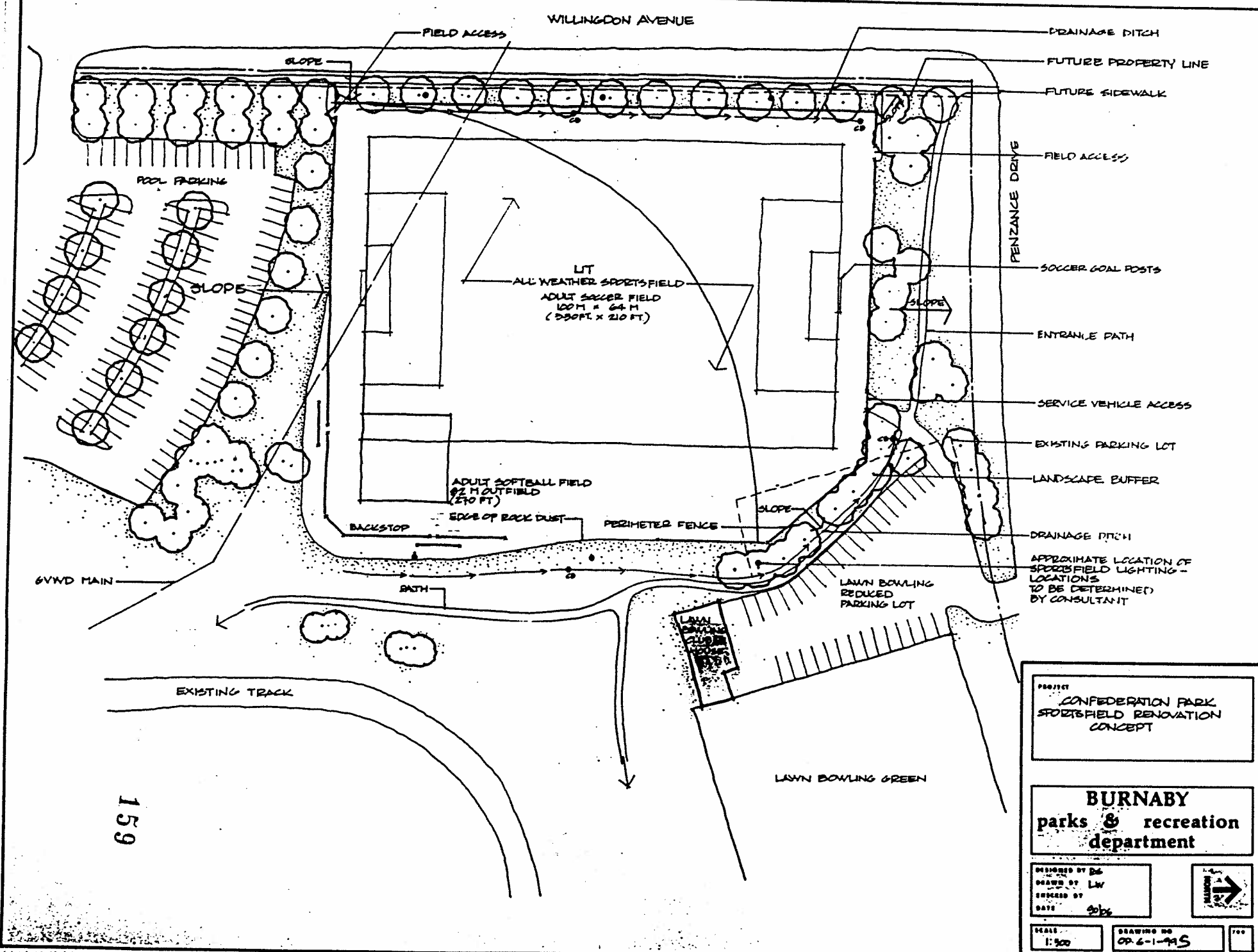
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**CONFEDERATION PARK
MASTER PLAN**

DATE MAY 90 . NTS . DWG. NO. DP 6-1-985



ATTACHMENT # 1



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ATTACHMENT #2

PROJECT
 CONFEDERATION PARK
 SPORTSFIELD RENOVATION
 CONCEPT

BURNABY
 parks & recreation
 department

DESIGNED BY DE
 DRAWN BY LW
 CHECKED BY
 DATE 2006



SCALE 1:500 DRAWING NO. DP-6-1-99S

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SUPPLEMENTARY
1990 JUNE 21

TO: MUNICIPAL MANAGER

FROM: DIRECTOR PLANNING & BUILDING INSPECTION 160

SUBJECT: **PROPOSED RELOCATION OF SPORTS FIELD - CONFEDERATION PARK**
PROPOSED ENCLOSURE OF WATERCOURSE

PURPOSE: To provide comments on the implications of a development proposal that involves piping an existing watercourse within Confederation Park.

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RECOMMENDATION:

1. **THAT** the proposed location and design of the relocated sports field in Confederation Park be referred to the Parks and Recreation Commission for review and consideration of alternative sites.

R E P O R T

BACKGROUND

Appearing on the 1990 June 25 agenda is a report from the Director Recreation and Cultural Services conveying a request from the Parks and Recreation Commission for approval to enclose an existing watercourse within Confederation Park, in order to fill the site and construct a new all-weather sports field as a replacement for the one presently situated at Pandora and Willingdon. The proposed site is at the southeast corner of the intersection of Willingdon and Penzance Drive, which is presently a grassed area containing a number of groups of trees and a small watercourse.

In accordance with the 1973 Council directive concerning watercourse protection, staff are to present to Council for consideration any development proposal on property involving enclosure of an existing open watercourse. The subject proposal contemplates a substantial earth fill to accommodate a new sports field that would necessitate replacement of the existing watercourse with a piped culvert.

The water channel itself is a minor one, but consideration of the watercourse in its landscape and land use context leads to a number of concerns related to the location of the sports field construction proposal. These concerns lead to the view that a comprehensive evaluation of the proposal is warranted in this prominent corner of Confederation Park.

DESCRIPTION OF SITE AND PROPOSAL

The area of the park affected by this proposal is immediately adjacent to Willingdon Avenue, on the south side of Penzance Drive, and consists of a sloping grassed open landscape, sloping generally to the north but also sloping in an east-west direction in a gradual swale to the open water channel.

The small stream itself is in an open condition from a point roughly at the north-east corner of the present sports field and flowing in a narrow channel toward the north north-west until it enters a culvert on the south side of Penzance Drive. It is thereafter piped beneath the filled area north of Penzance used in the past for a works yard/storage area (the site of the proposed relocated model railroad), to surface again in the steeply-sloping area north of the fill and continue in an open condition through the leased area northward to the CPR tracks.

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Within the subject site area, the stream except at certain times during dry periods, carries a modest flow of water and has a respectable gradient, thereby assuring movement and avoiding the problem of stagnant, standing water that is present in many streams. We are advised that the plans for development of this area of the park have previously been to create a horticultural display and passive park use area, incorporating the watercourse as an element of the design and possibly enhancing the water flow through introduction of additional water.

The natural landscape of this area is primarily the product of the stream course, and there are a number of groups of substantial and apparently healthy young conifers at locations along both banks, principally in the south-easterly or upstream portion of the area affected.

GENERAL DISCUSSION

This Department, in commenting on watercourse enclosure proposals, typically reports to Council on the physical natural characteristics of the stream, its context relative to public use or exposure, and its relationship to conditions upstream and downstream from the site in question. In this regard, the following comments apply:

1. The physical characteristics and general nature of the surrounding landscape is outlined above.
2. The channel is within a public park, and flows through an area used in the past for passive park use and casual recreation, and previously proposed for continued and enhanced public exposure.
3. Portions of the watercourse that originally were open, both upstream and immediately downstream, have been enclosed in the past for development of other types of facilities.

Based on the foregoing, and recognizing Burnaby Council's longstanding interest in preserving and improving the quality of existing open watercourses, staff would recommend open retention of the watercourse, even though this is a minor waterway compared with others. From a comprehensive land use planning point of view, development of this gateway sector of the public park for horticultural display and passive use purposes would appear to be ideal, capitalizing on and complementing the natural landscape features and presenting a highly compatible interface with the residential area to the west of Willingdon Avenue.

The proposal to enclose the watercourse and replace it with a major earth fill and a lighted, all-weather (rock dust) sports field raises a number of related issues concerned with the suitability of the site for such development. Concerns have been identified related to the impact of the sports field on the adjacent residential area: lack of suitable natural screening in this portion of the site, lack of space to create desirable spatial separation along Willingdon Avenue, necessity for a major regrading of the land including a substantial earth fill (up to 13-1/2 feet in height), the necessary removal of several groups of healthy conifers, and the creation of a hard-surfaced and lighted field at a conspicuous location on the periphery of the park, without any opportunity for major landscaped buffering.

Moreover, in terms of impact on the proposed Confederation Park Pool, a sports field at this location would be highly visible from the glass wall of the pool designed to take advantage of a northward view through trees along the swale toward the mountains, and would conflict with the urban design objectives utilized in siting and designing the pool.

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The design layout and information contained in the report received by the Parks and Recreation Commission on 1990 June 20 has amplified the initial concerns respecting this site. The report indicates that the fifty-foot landscaped buffer setback from Willingdon Avenue (as determined to be a desirable guideline in the urban design study phase of the architect's commission for the Pool project) would be reduced to a twenty-five foot setback with a single row of tree planting on a new earth embankment, of which ten feet may be required for future widening of Willingdon Avenue. This setback reduction appears to be in part a consequence of the desire to provide a full adult-sized softball field in place of the smaller fields presently used at the existing sports field site, coupled with the physical constraints of the site relative to the lawn bowling clubhouse and parking lot.

The report additionally notes that the height of fill now proposed exceeds that originally expected, due to constraints imposed by an existing buried GVWD watermain that crosses the southwesterly sector of the area in question. Accommodating this watermain would force the considerable fill slopes and alteration of grade that is now being proposed.

CONCLUSION

Several concerns described above are raised by placement of the sports field at the south-east corner of Willingdon and Penzance. In view of these concerns regarding the impact of this proposal on the surrounding area, on the landscape in general in this corner of the site, and on the watercourse in particular, it is not recommended that Council grant approval as requested.

In the course of examining siting issues, Parks and Recreation staff had identified several alternative sites in Confederation Park, of which at least two were able to be recommended as worthy of more detailed examination. In order to arrive at a solution that is as sensitive to environmental, land use, and design issues as possible, staff believe it would be desirable to review these options and any others that may arise.

It is therefore the recommendation of the Planning & Building Inspection Department that this matter be referred to the Parks and Recreation Commission for a review of alternatives for siting the replacement sports field, at a location and with design features that will result in a suitable relationship to the natural environment and adjacent uses and by retaining the watercourse in an open state, facilitate its enhanced use within a landscaped scheme for this corner of the Park. To this end, it is suggested that the services of the Ecosystem Planner, who can advise on matters of environmental influences on siting and the impacts of construction, are available to the Commission to assist in evaluating alternative sites.

In the event that the review demonstrates that there is no alternative location for the sports field which addresses the various concerns and Council is prepared to authorize enclosure of the watercourse, it is suggested that approval at the location at Willingdon and Penzance be subject to:

- a) adjusting the GVWD watermain alignment or elevation to make possible a significant lowering of the field grade (partial cut/partial fill), and
- b) establishment of a fifty foot, landscaped and treed screen along the Willingdon boundary of the site.


A. L. Parr
Director Planning &
Building Inspection

DGS:lf

cc: DIRECTOR RECREATION & CULTURAL SERVICES
DIRECTOR ENGINEERING
DIRECTOR ADMINISTRATIVE & COMMUNITY SERVICES
DIRECTOR FINANCE