

ITEM	5
MANAGER'S REPORT NO.	64
COUNCIL MEETING	94/11/14

TO: CITY MANAGER

1994 NOVEMBER 08

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: KENSINGTON SOCCER SOCIETY REGIONAL SOCCER CENTRE  
PROPOSAL IN THE BURNABY LAKE SPORTS COMPLEX AREA

PURPOSE: To provide a review of the proposal to develop a regional soccer centre on City lands south of Sprott Street.

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**RECOMMENDATION:**

1. THAT staff be authorized to work with the proponents of the regional soccer centre towards the preparation of a suitable development proposal in accord with the recommendations of the Parks and Recreation Commission, the recommendations of the Environment Waste Management Committee and the additional guidelines and process outlined in this report.
2. THAT a copy of this report be forwarded to the Kensington Soccer Society.

**REPORT**

**1.0 BACKGROUND:**

On 1994 April 18 Council received a delegation from the Kensington Soccer Society, a group made up of the Westburn Senior Soccer Association, the Pacific Coast Soccer League, the British Columbia Soccer Association and Athletes In Action. The group presented a proposal to lease a 12 to 13 acre site in the Burnaby Lake Sports Complex located in the area between the Freeway, Sprott Street, the Burnaby Lake Jamatkhana and the Norway Seamen's Centre (refer attached Sketch #1). The uses proposed include:

- three soccer fields (two grass, one all-weather)
- lighting for fields for nighttime use
- change rooms (3,500 sq.ft.)
- clubhouse (3,500 sq.ft.)
- offices for B.C. Soccer (10,000 sq.ft.)
- parking for 110 cars
- spectator seating for 500 persons

Total construction costs are estimated at \$1.727 million.

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The stated intention of the proposal is to develop a regional adult soccer centre that would provide facilities to alleviate pressure on existing fields and to provide a place for higher levels of training for groups such as the Olympic or National teams, as well as office facilities for the Canadian Soccer Association and the B.C. Soccer Association.

Council adopted the following motion regarding the development proposal:

"THAT the proposal be REFERRED to staff for a report and the Parks and Recreation Commission for comment."

Subsequently the following took place:

- 1994 May 18 - Parks and Recreation Commission considered an initial staff report and requested more information.
- 1994 June 01 - Commission received a second staff report and invited the Society to appear before the Commission.
- 1994 June 15 - Kensington Soccer Society appeared before the Commission.
- 1994 July 11 - Council passed the following motion:  
 "THAT all City-owned lands in the triangular shaped area west of Kensington Avenue be referred to the Environment and Waste Management Committee for review."
- 1994 July 25 - Council received a delegation from the Hispanic-Canadian Youth Soccer Society who raised questions about public access to an "elite" soccer complex.
- 1994 August 03 - The Commission endorsed three reports from staff and provided a conditional endorsement of the proposal (see Section 3.0 of this report).
- 1994 October 11 - The Environment and Waste Management Committee considered the subject from an environmental perspective. The Committee's recommendations are outlined in Section 4.2 of this report.

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The purpose of this report is to:

- report on the comments on the proposal prepared by the Parks and Recreation Commission following their extensive discussions with the proponents of the project.
- report on the Environmental guidelines proposed by the Environment and Waste Management Committee.
- evaluate the proposal in terms of the existing plan for the area.
- outline a number of proposed development guidelines for the site if this proposal is to be developed.
- describe a potential development process to accommodate the rezoning, lease and development of the site.

**2.0 BURNABY LAKE SPORTS COMPLEX DEVELOPMENT PLAN:**

The plan for the Sports Complex area bounded by Still Creek, Burnaby Lake, Norland Avenue and the Freeway was adopted by Council in 1976. The goal of this plan is to develop the lands west of Burnaby Lake for a "community of sporting facilities" (see attached Sketch #2). The proposal for a regional soccer centre is generally consistent with the Sports Complex Plan and is compatible with other uses in the area such as Four Rinks, the Norway Seamen's Centre, C.G. Brown pool and Kensington rink. The clubhouse and sports group office uses are considered acceptable in that they are relatively small in scale and are directly related to the outdoor soccer facilities.

**3.0 COMMENTS BY THE PARKS AND RECREATION COMMISSION**

The process of reviewing the proposal conducted by the Parks and Recreation resulted in the following issues being raised:

- there is a need for additional soccer fields in Burnaby as present facilities cannot meet adult soccer demand,
- there is a growing demand for adult summer season play and elite soccer team field time,
- the development of the proposed facility would be useful for soccer clinics and programs,

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- some public access particularly for lighted fields, should be provided,
- the project should not require operating subsidies from Burnaby.

The Parks and Recreation Commission on 1994 August 03 has recommended conditional endorsement subject to:

- "1. Understanding that particularly during the Fall and Winter months, there will be some opportunity for local Burnaby teams to have access to playing time in the new facility, the Parks and Recreation Commission would ask that some mechanism be built into any agreement with the Society to allow the Commission to be involved in the allocation of those allotments to Burnaby community users.
2. The Commission's endorsement is predicted in part on the Commission's perception that through the use of this private facility, the main proponents will be vacating time/space that they have occupied on Burnaby owned fields. The Commission would ask that this specifically be built into the agreement.
3. It is understood that the Society will have to charge users of its fields in order to cover its operating costs. The Commission would recommend that the rates charged to children and youth be less than the rates charged to adults and be as reasonable as possible. The Commission would like the opportunity to comment on or endorse the user rates established annually by the Society.
4. The Commission would like to point out to Council that we are presently unable to meet the needs of Burnaby soccer players on Burnaby owned fields and we anticipate that this state of affairs will continue for some considerable period into the future. The Commission would ask that Council be mindful of this shortfall and that approval of the Society's request not form an impediment to future Burnaby developments in the Central Valley area. Council approval of which will probably be sought in order to meet this continuing deficit of playing fields."

**4.0 COMMENTS BY THE ENVIRONMENT AND WASTE MANAGEMENT COMMITTEE:**

**4.1 Environmental Overview**

The site reflects the former disturbances of clearing and filling association with road building. Open swales along most of the perimeter and one running through the site,

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drain eastward into Burnaby Lake. Soils are deep peat with a high water table.

Four distinct vegetation types exist on-site as noted in the *attached* Sketch #3 prepared as part of BCIT's Biophysical inventory. A "Mainly Deciduous" vegetation type occurs in a significant portion of the site along the northeast boundary. A diversity of mainly deciduous trees, fruiting shrubs and herbs (native/non-native) occurs as well as numerous "wildlife trees" (dead snags which may provide optional bird habitat). This area appears to provide significant bird habitat due to the presence of fruit bearing shrubs, wildlife trees, diverse vegetation and open water. The "Dense Shrub with Occasional Trees" vegetation type occupies most of the site's interior and southwest boundary containing a dense mix of deciduous shrubs as well as wetland plants (cattails, rushes, horsetails, etc.) in marshy areas. Two smaller vegetation units, "Deciduous/Coniferous Mix" and "Grass" are found in the southeast portion of the site have been planted.

The area appears to provide habitat mainly for a variety of songbirds (18 species observed), woodpeckers (3 species observed) and birds of prey (2 species observed). Stickleback minnows were found in one area with open water. Beaver and muskrat signs were also observed. Wildlife habitat is similar to that found in many areas around Burnaby Lake.

#### 4.2 Committee Review

The Environment and Waste Management Committee considered the site from an environmental viewpoint at its meeting of 1994 October 11 and is forwarding the following recommendations for the consideration of Council:

- that a significant portion of the land identified within the "Mainly Deciduous Tree" vegetation unit along the northeast corner of the site be protected,
- that effective vegetation buffers with native, fruiting "wildlife" plantings be retained or established along the perimeter of the site, particularly the western boundary along the highway to provide wildlife habitat and help mitigate the impacts of the highway,
- that opportunities for implementing a naturalized landscape plan be encouraged to enhance the ecological and aesthetic qualities on the site,
- that a drainage plan be developed by the proponents of the Soccer Centre which indicates how drainage will be managed on-site to ensure that there are no adverse impacts (i.e. pollution, siltation, addition of nutrients, etc.) on other waters in the area.

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The implementation of these guidelines would necessitate a revision to the schematic plan that has been prepared by the proponents of the project. Discussions have occurred with representatives of the Kensington Soccer Society since the Committees' consideration of the subject. The Society is confident that revisions to the plan can be made to address the issues identified by the Environment and Waste Management Committee.

#### 5.0 **RELATED PROCEDURES:**

The potential development of the area which composes approximately 13 acres raises a number of additional issues:

##### 5.1 **Rezoning of the Site**

At present the site is zoned R5 and it would be necessary to rezone the site to CD Comprehensive Development (based on the P2 Administration and Assembly District Guidelines) to accommodate the mix of uses. As part of this process it would be necessary to consolidate the property and provide any required highway and road dedications. The developer of the site, in this case, the Kensington Soccer Society would be expected to service the site including an access driveway west from Thomas Street to accommodate the proposed site development.

##### 5.2 **Transportation/Ministry of Highways**

A rezoning of the site will require the approval of the Ministry of Transportation and Highways. A new on-ramp for westbound traffic from Kensington onto the freeway has been proposed. This new Kensington to freeway westbound ramp may require some land dedication from the south edge of the site. Clarification of this would need to be obtained from the Ministry and a letter has been sent to obtain their views on this proposal. Each of these possibilities would have an impact on the site. The Ministry will also be required to approve the location of vehicle access to the site which is presently proposed to be from a cul-de-sac at the west end of Thomas Street. Previously in 1991 the Ministry indicated that they preferred to see access to this site from Sprott Street. In addition, it is noted that the Ministry owns approximately 1 acre of land in the northwest corner of the site abutting Sprott Street, although the development proposal submitted by the Soccer Society does not utilize these lots.

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**5.3 Lease Process**

If the land is to be conveyed by means of a long-term lease, the City is required to pursue such a lease through public tender call process. The Society would need to be aware of the requirements for the City to follow this type of process. The City Solicitor would be requested to provide an estimated lease value for the property for its intended use.

Staff will work to incorporate comments from the Parks and Recreation Commission in the negotiation with the clubs regarding the lease of the presently vacant lands for this proposed development. Staff will pursue a clause in the lease that provides for reversion of the facilities and land to the City at the end of the lease or at anytime that the facility is not used in the manner originally envisioned.

**5.4 Design Issues**

In addition to the environmental issues noted there is the question of resolving matters such as vehicle access, (City staff prefer the existing Thomas Street access as proposed by the Society), location of parking, buffers along Sprott Street, the location and design of the buildings and the impact of the lighted fields on the area. These matters will require further discussions with the proponents of the project.

**6.0 AVAILABILITY OF LAND IN THE CENTRAL VALLEY FOR FIELD USE:**

On 1994 July 11 Council inquired about the availability of lands west of Kensington Avenue for possible field use.

For illustrative purposes the *attached* Sketch #4 illustrates the existing land use in the area. This current soccer proposal is for sites numbered 11 and 12. The Parks Department is developing a new field sports proposal for Sites 5, 6 and 7.

With the current development proposals there remains only two (Sites 14 and 8) that are potentially available. Site 3 contains only the fitness circuit. Site 14 requires completion of the land assembly. Site 8 is prime building site with good soils that would be appropriate for the construction of an indoor sports facility.

**7.0 NEXT STEPS:**

Staff recommend that the following steps be pursued:

- That Council authorize staff to work with the Soccer Society towards the preparation of suitable development proposal on the understanding that a further report

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will be brought forward.

- That the City Solicitor be requested to evaluate the property for lease purposes with regard to value, terms and length of a lease for the site and to advise on the public tendering requirements.
- That the Society provide a statement of their financial ability to carry out this project.
- That the Society be invited to apply for rezoning of the site from the R5 Residential District to the CD Comprehensive Development District (utilizing the P2 Administration and Assembly District as guidelines) following the satisfactory resolution of the issues contained in the above three recommendations.

#### 8.0 SUMMARY:

The proposal for the development of a major soccer facility is generally compatible with the Burnaby Lake Sports Complex Development Plan. However a number of issues remain to be worked out with regard to the development of the site. Staff request authority to work with the Society to resolve the issues noted in this report.

*B. R. Stenson*

*for* D.G. Stenson, Director  
Planning and Building

BR/BLS:yg  
Attach.

cc: Director Recreation & Cultural Services  
City Solicitor  
Director Engineering  
Director Administrative & Community Services



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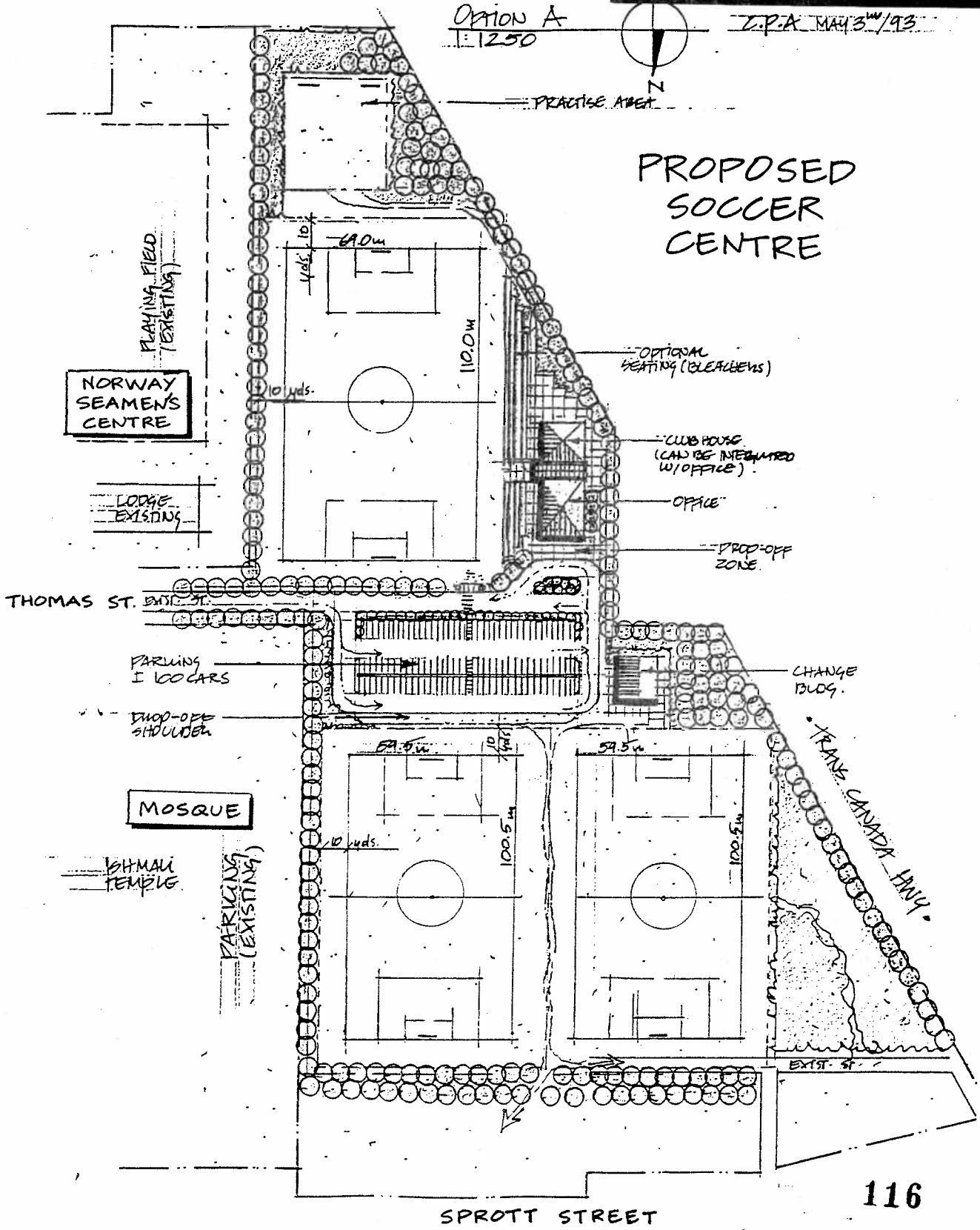
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Option A  
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T.P.A. MAY 3<sup>RD</sup> / 93



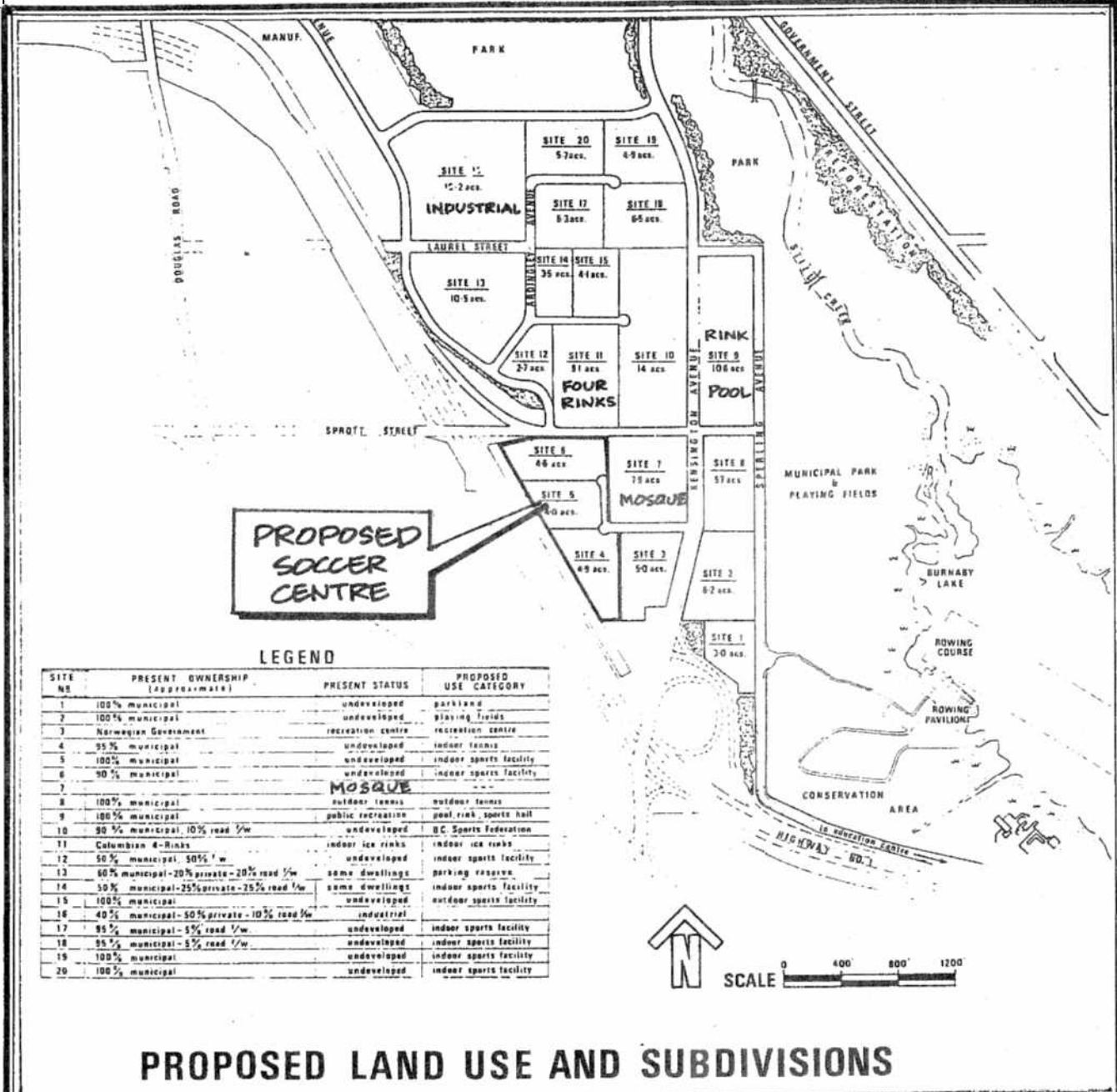
# PROPOSED SOCCER CENTRE



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SKETCH 1

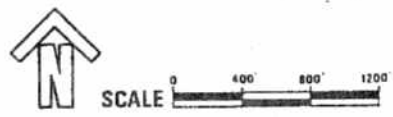
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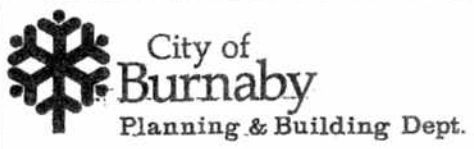
**LEGEND**

SITE NO	PRESENT OWNERSHIP (Approximate)	PRESENT STATUS	PROPOSED USE CATEGORY
1	100% municipal	undeveloped	parkland
2	100% municipal	undeveloped	playing fields
3	Norwegian Government	undeveloped	recreation centre
4	95% municipal	undeveloped	indoor tennis
5	100% municipal	undeveloped	indoor sports facility
6	90% municipal	undeveloped	indoor sports facility
7		<b>MOSQUE</b>	
8	100% municipal	undeveloped	outdoor tennis
9	100% municipal	public recreation	pool, rink, sports hall
10	90% municipal, 10% road 1/2 w	undeveloped	B.C. Sports Federation
11	Columbian 4-Rinks	indoor ice rinks	indoor ice rinks
12	50% municipal, 50% 1/2 w	undeveloped	indoor sports facility
13	60% municipal-20% private-20% road 1/2 w	some dwellings	parking reserve
14	50% municipal-25% private-25% road 1/2 w	some dwellings	indoor sports facility
15	100% municipal	undeveloped	outdoor sports facility
16	40% municipal-50% private-10% road 1/2 w	industrial	
17	95% municipal-5% road 1/2 w	undeveloped	indoor sports facility
18	95% municipal-5% road 1/2 w	undeveloped	indoor sports facility
19	100% municipal	undeveloped	indoor sports facility
20	100% municipal	undeveloped	indoor sports facility



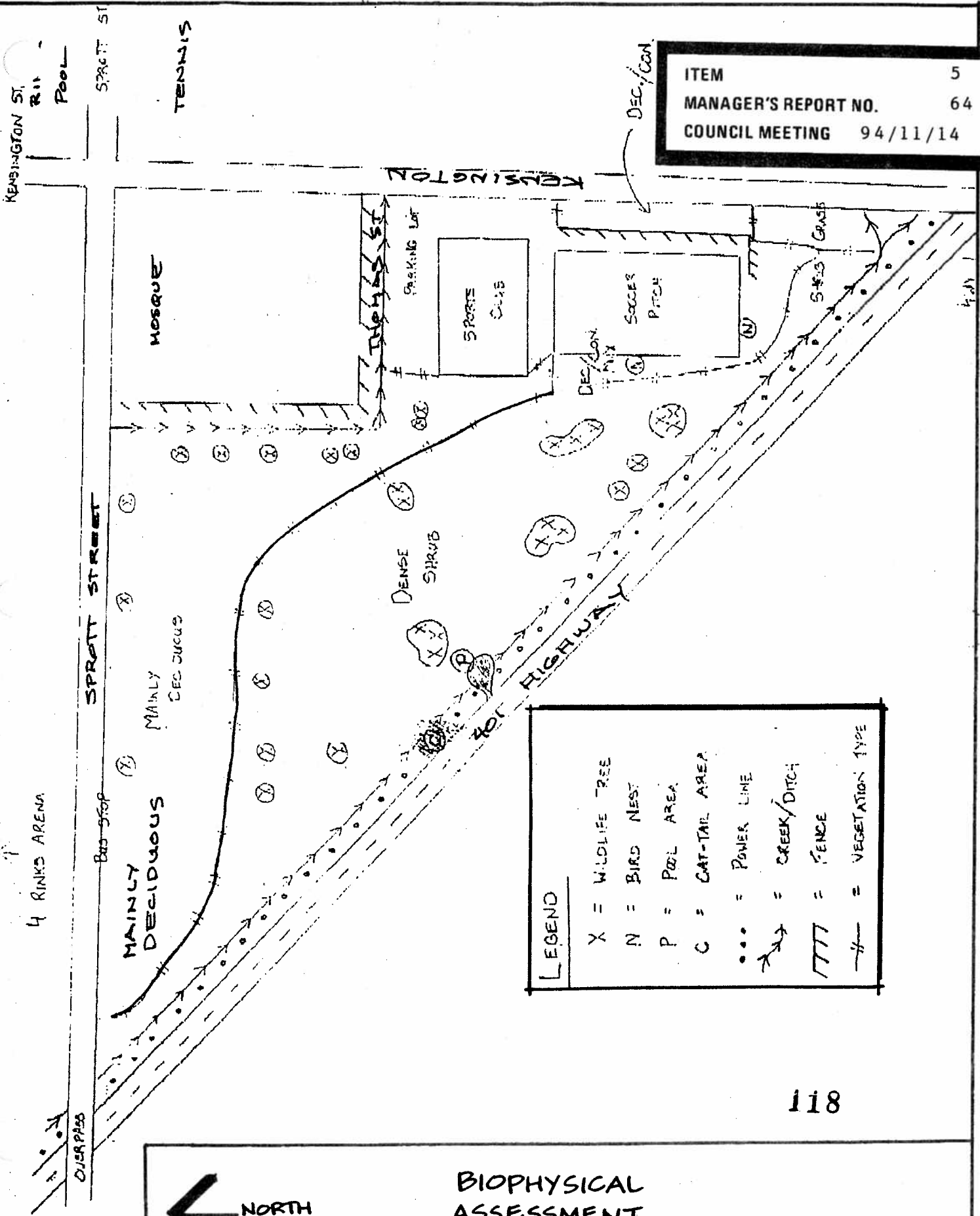
**PROPOSED LAND USE AND SUBDIVISIONS**

Date: 1994 MAY  
 Scale: 117  
 Drawn By:



**BURNABY LAKE  
 SPORTS COMPLEX  
 PLAN (1976)**

SKETCH 2



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**LEGEND**

- X = WILDLIFE TREE
- N = BIRD NEST
- P = POOL AREA
- C = CAT-TAIL AREA
- ... = POWER LINE
- ↘ = CREEK/DITCH
- |||| = FENCE
- #- = VEGETATION TYPE

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**← NORTH**

**BIOPHYSICAL ASSESSMENT**  
 (B.C.I.T. 1994 JULY)

SKETCH 3

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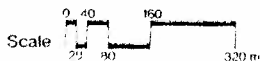
**LEGEND**

**Current Sites Status**

- 1 → Public Recreation - Pool/Rink
- 2 → Outdoor/Indoor Tennis
- 3 → Undeveloped
- 4 → Sports Complex - Soccer/Rugby
- 5 → Undeveloped
- 6 → Undeveloped
- 7 → Undeveloped
- 8 → Undeveloped
- 9 → Ismaili Jamatkhana Centre
- 10 → Roald Amudsen Centre
- 11 → Undeveloped } PROPOSED
- 12 → Undeveloped } SOCCER CENTRE
- 13 → 4 Rinks Complex
- 13a → Undeveloped
- 14 → Undeveloped
- 15 → Industrial/Manufacturing

**Burnaby Lake - West Sector**  
**Existing Land Use**

Planning and Building Department



May 1994

**PROPOSED  
 SOCCER CENTRE**

**SKETCH 4**

J.P.C.