

TO: CITY MANAGER 2005 September 25

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #05-27**
Proposed Multi-Sport Centre of Excellence
Burnaby Lake Sports Complex West

ADDRESS: 6546-6570 Hardwick Street/6545-6596 Woodsworth Street/6545-6597 Sprott Street, 3625 Auckland Avenue, 3711 Kensington Avenue.

LEGAL: See **attached** Schedule A

FROM: R5 Residential District

TO: CD Comprehensive Development District (based on P2 Administration and Assembly District, P6 Regional Institutional District, C2 Community Commercial District, C3 General Commercial District and Burnaby Lake Sports Complex West Plan guidelines and in accordance with the development plan entitled "Multisport Centre of Excellence" prepared by Cannon Johnston Architecture Inc.)

APPLICANT: Neville, Makaroff & Associates
17000 - 105 Avenue
Surrey BC V4N 4S5
(Attention: Norman Neville)

PURPOSE: To seek Council authority to forward this application to a Public Hearing on 2005 October 25.

RECOMMENDATIONS:

1. **THAT** a copy of this report be sent to the property owners at 3600 Norland Avenue (Eight Rinks) and 6556 Sprott Street (Jamatkhana Centre) and to the Parks, Recreation and Culture Commission.
2. **THAT** the introduction of a Highway Closure Bylaw be authorized according to the terms outlined in Section 3.5 of this report, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.
3. **THAT** the sale of City-owned property for inclusion within the subject development site be approved in accordance with the terms outlined in this report, and subject to the applicant pursuing the rezoning proposal to completion.

4. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2005 October 03, and to a Public Hearing on 2005 October 25 at 7:30 p.m.
5. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a) The submission of a suitable plan of development.
 - b) The deposit of sufficient monies, including a 4% Engineering Inspection Fee, to cover the costs of all services necessary to serve the site and the completion of a servicing agreement covering all requisite services. All services are to be designed to City standards and constructed in accordance with the Engineering Design. One of the conditions for the release of occupancy permits will be the completion of all requisite services.
 - c) 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.
 - d) The consolidation of the net project site into two legal parcels.
 - e) The granting of any necessary easements and covenants, including, but not necessarily limited to, Section 219 Covenants related to restrictions on the proposed commercial and dormitory uses, project signage and establishing minimum floodproofing requirements. Reciprocal access easements will be required to ensure shared access for both the hotel site via the proposed southern access on Kensington Avenue (sport centre site) and the sport centre via the access on Spratt Street (hotel site). An easement will also be required to temporarily permit vehicular exiting only via Joe Sakic Way, through the City parking lot, until such time that Spratt Street is improved to its final standard.
 - f) The granting of any necessary statutory rights-of-way, easements and covenants.
 - g) The dedication of any rights-of-way deemed requisite.
 - h) The submission of a suitable on-site stormwater management system to the approval of the Director Engineering, the deposit of sufficient monies for its provision, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation.
 - i) Completion of the Highway Closure Bylaw.
 - j) The deposit of the applicable GVS & DD Sewerage Charge.
 - k) The provision of facilities for cyclists in accordance with this report.

- l) The completion of the sale and consolidation of City property.
- n) The submission of a Site Profile and resolution of any arising requirements.
- o) The approval of the Ministry of Transportation to the rezoning application.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit the development of a Multi-Sport Centre of Excellence within the Burnaby Lake Sports Complex West area, entailing the sale of City land on the north portion of the site, and to establish Community Plan guidelines for a future hotel on the southern portion of the site.

2.0 BACKGROUND

- 2.1 On 2005 July 25 Council received the report of the Planning and Building Department concerning the rezoning of the subject site and authorized the Department to work with the applicant in the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a later date.
- 2.2 The subject site is located within the Burnaby Lake Sports Complex West Plan, and is designated for private development of a sport and recreation nature. The Plan specifically acknowledges the best use for the site as being for a sport centre which would provide support for athletes and sport development. It should be noted that part of the subject site (see *attached* Sketch #2) has also been contemplated for possible future hotel development in support of the area's growth as a centre for competitive sport tournaments.

The subject site, located at the northwest corner of Kensington Avenue and Sprott Street (see *attached* Sketch #1), is currently undeveloped, is relatively flat, and is covered with trees, mainly deciduous, and underbrush. A minor wetted area traverses the north central portion of the site, although it is considered that this wetted area will not have any impact on the site's development potential. The subject site is largely comprised of numerous historic R5 single-family lots of varying size, as well as the unopened road rights-of-way for Hardwick and Wordsworth Streets and Auckland Avenue. To the south across Sprott Street is the Jamatkhana Centre, while immediately to the west is the Eight Rinks complex. Across Kensington Avenue to the east are the City's C.G. Brown Pool and Bill Copeland Sports Centre recreational facilities. Directly north of the subject site are the undeveloped Fields #4 and #5 of the Burnaby Lake Sports Complex West, with a large portion of the Burnaby Lake buffer area beyond.

- 2.3 The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

3.0 GENERAL COMMENTS

3.1 The approximately 7.68 acre (gross) City-owned site is proposed to accommodate a privately-funded Multi-Sport Centre of Excellence on the northern approximate 5.31 acre (gross) portion, with the southern 2.37 acre (gross) portion to remain in City ownership for future hotel development.

As indicated, the Burnaby Lake Sports Complex West Plan designates the subject site for future private sports and recreation-related development. The proposed concept indicates a large sport centre building up to five storeys in height, with surface parking. The design of the sport centre is compatible with the overall Burnaby Lake Sports Complex in terms of materials, colours, building form and site layout and urban design. As soil conditions are poor in this area, surface parking constitutes the entirety of the project's required off-street parking.

The proposed sport centre, which would be a first of its kind in Canada, is to be a multi-faceted complex accommodating a range of uses designed to support both elite and amateur athletes in their pursuit of excellence. The proposal as presented has two phases; the first being development of the sport complex building itself at Kensington Avenue and Sprott Street, and the second being the revitalization of the Burnaby Lake Rowing Pavilion. This potential second phase is not a component of the subject rezoning application, and will be the subject of further study and will require subsequent Council consideration and approval.

In order for the sport centre to be realized, the proposed developer – which has a non-profit component – would be required to purchase the northern approximate 5.31 acres (gross) from the City for the sport centre building and associated parking. The remaining southern 2.37 acres would remain in City-ownership for future hotel development. With respect to the sport centre itself, it is noted that it has several key components, including a building in the range of 160,000 sq. ft., which would be generally comprised of the following elements:

- Athletes Village for short-term accommodation
- Team dormitories (up to 120 beds/60 units)
- Gymnasium space
- Strength and conditioning facilities
- Change rooms
- Coaching development centre
- Sport physicians and specialists
- Chiropractors
- Sports psychologists
- Dentists
- Administrative support
- Biomechanical services and research
- Sport related commercial retail units
- Physio and athletic therapists
- Radiological services (X-Ray and MRI)
- Food services (including a restaurant and food court)
- Development of Field #5 in Burnaby Lake Sports Complex West
- Surface parking

It is noted that the proponent is including primary use of Field #5 (adjacent to Kensington Avenue), as identified in the Burnaby Lake Sports Complex West Plan, as a key component of their overall operations. The proposal calls for a 20 year renewable lease for \$1 per year, and the developer being responsible for one half the development costs for fields #4 and #5. Construction of both fields is to be the responsibility of the City. The detailed lease arrangements would be finalized at the time construction of the fields is complete. It is anticipated that construction of these fields would coincide with the overall project. Their half payment for Fields #4 and #5 will offset the cost of developing a field in North Burnaby, which satisfies growing demand for additional artificial field space in the local community. In addition to the financial commitment, the proponents will offer free City access to Field #5 for tournament play three weekends per year. Maintenance and security of Field #5 and replacement of its carpeting/turf is to be carried out by the proponent in accordance with City standards.

3.2 The master plan for Burnaby parks and recreation accounts for future growth and demand for various facilities, such as sport fields. Sport fields on the subject 7.68 acres are beyond the master plan's framework for future sport field development at this location. Rather, the plan indicates a more decentralized approach in meeting future demand for sport fields. In terms of overall conformity with the adopted Burnaby Lake Sports Complex West Plan, the proposed sport centre fulfills the Plan's objectives by ensuring support for athletes and sport development at local, regional and national levels. Furthermore, in terms of meeting the demand for civic sport and recreational facilities, the proposal would result in a net increase of one additional field, in a local community context in North Burnaby, while also prompting the development of both Fields #4 and #5 within Burnaby Lake Sports Complex West. The Parks, Recreation and Cultural Services Department has confirmed that the host of facilities provided by this sport centre proposal, including the turf field components, should provide sufficient capacity to satisfy anticipated demand. Finally, it should also be noted that development of the sport centre on the subject lands does not come at the expense of potential sport field development, given that the Council-adopted plan for the area designates these lands for private development, and given that the master plan shows anticipated demand to be met by sport fields in other locations.

3.3 With respect to potential benefits to the City arising from this proposed sport centre, it is suggested that Burnaby residents will have greater access to sports medicine, strength and conditioning, coaching and education, as well as improved access to sport facilities, including artificial turf fields, gym space and other training facilities. The proponent also suggests that the centre could partner with the City's Parks, Recreation and Cultural Services Department to attract international tournaments, thus further entrenching Burnaby's favourable position in the province for competitive sport. The basic point is that the centre is not intended to exclusively serve professional/elite athletes, but that the Burnaby sport community as a whole should derive benefits from such a centre as proposed by the applicant.

In terms of economic benefits, it is anticipated that the centre will strengthen and promote Burnaby's position as a world-class centre for sport, both through high-performance

training, and in the attraction of international tournaments and the attendant sport-related tourism opportunities, such as positive economic spin-offs benefiting hotels, restaurants and retail establishments.

- 3.4 The sport centre proposal involves several uses which require special attention. Regarding the medical clinics that comprise an integral part of the sport centre proposal, an effort has been made to ensure they are utilized primarily for sport centre purposes, such as treatment of sport-related injury and rehabilitation, rather than for general medical purposes. As such, a Section 219 covenant would be required which specifies the extent to which patients at the proposed clinics would be athletes seeking treatment of sport-related injuries.

With respect to the proposed internalized commercial retail units, Section 219 Covenants will also be required to ensure that they remain directly related to the sports and athlete centre, and that they cannot be expanded or generalized in a way that would shift the centre's nature to one with a greater commercial focus. Such measures also include the suitable plan of development indicating the commercial retail units' strictly internal orientation (i.e., no direct exterior access) and prohibition of large external signage.

Finally, in regards to the dormitory/athletes village component, it is noted that it would be governed in a similar manner to dormitory uses typically associated with post-secondary institutions (i.e., no kitchens would be permitted in individual units and covenants will be utilized to limit lengths of stay and to ensure continued compliance). These dormitory units are for short-term use only for sports centre related purposes, and so are not considered a residential use.

- 3.5 In order for the sport centre proposal to proceed, approximately 5.31 acres (gross) of City land, including the unopened road rights-of-way for Hardwick and Woodsworth Streets and Auckland Avenue, will be required to be sold to the developer. The Legal and Lands Department estimates this value to be in the range of \$500,000 per acre, for an approximate total value of City land equaling roughly \$2,655,000 (less value of lands dedicated for road widening). The sale of City land is a prerequisite condition to the approval of the subject rezoning application. Furthermore, as the subject site contains unopened road rights-of-way which are proposed to be included in the land sale, their formal closure through a Highway Closure Bylaw will be a requirement of the rezoning application's approval. The developer will be responsible for the development site's consolidation into two parcels – the northern 5.31 acre (gross) site and the southern 2.37 acre (gross) hotel site, which is to remain in City ownership, and be rezoned to CD (C3) to reflect future hotel development. With respect to City safeguards, it is noted that the sale of City land will not occur until such time that the rezoning and subdivision applications are complete, meaning a servicing agreement will have been executed, and all bonding for works and services deposited.

- 3.6 Two vehicular accesses will be provided from Kensington Avenue via right-in/right-out access arrangements (the northern access may also permit left-in movements). One full movement access will be required from Sprott Street over the future hotel site. This

access will also require co-operation from the adjacent Eight Rinks development insofar as it is highly desirable to consolidate its minor (secondary) access from Sprott Street with that of the sport centre and future hotel site. There is also a requirement for shared driveway accesses between the sport centre, the future hotel site, and the existing Eight Rinks development. It is noted that the new driveway location is intended to line up with the entrance to the Jamatkhana Centre across the street. In light of the proposed shared driveway, reciprocal access arrangements for both vehicles and pedestrians will be required. It is noted that this full movement access on Sprott Street is dependant on the widening of Sprott Street to its final standard, which likely will not occur prior to the opening of the proposed sports centre, given that it is a Ministry of Transportation and Highways road and given the proposed upgrading of the Trans Canada Highway (Gateway Project) and related improvements to connecting roads such as Sprott Street. In order for the sport centre to have safe and adequate left turn movements onto Kensington Avenue, it is proposed that the sport centre be provided a temporary exit to Kensington Avenue via Joe Sakic Way through the City parking lot associated with the club house and Fields #4 and #5. This exit would only be permitted on a temporary basis through an easement with a sunset clause related to Sprott Street being widened to its final standard, thus safely allowing the proposed full movement access.

3.7 The City Engineer will assess the need for any further required services to the site, including, but not necessarily limited to:

- Road widening dedications required on the Kensington Avenue frontage of approximately 5.8m (tapering to approximately 1.6m on the northern portion of the frontage). Road dedications are also required along the Sprott Street frontage of approximately 8.0m.
- Construction of the Kensington Avenue frontage to a full standard including widening of pavement, urban trail, front boulevards with street trees and pedestrian lighting. A transition connection to Sprott Street will also be required.
- Construction of the driveway access to Sprott Street.
- Construction of the urban trail along the Sprott Street to Norland Avenue.
- Storm and sanitary sewer and water main upgrades as required.
- Due to geotechnical conditions in the area, the applicant will be required to ensure City infrastructure abutting the site is protected. A geotechnical report will be required.

3.8 As there are significant improvements that would directly benefit land proposed to be retained by the City, it is proposed that a cost sharing approach be established. A potential approach could include the developer being solely responsible for the services required along the Kensington Avenue frontage portion of the sport centre development site. Additionally, the developer would be partially (50%) responsible for the required

driveway access from Sprott Street and the Kensington Avenue frontage adjacent to Field #5, which is to be leased to the developer on a long term basis. Regarding Sprott Street, as it is a Ministry of Transportation and Highways road, it is proposed that the City be responsible only for completing the urban trail connection through to Norland Avenue at this time. Construction of Sprott Street to its final standard would occur at a later date, once the design work associated with the Gateway Project upgrading of the Trans Canada Highway and the Sperling Overpass is complete. It is anticipated that the Ministry will likely need to upgrade Kensington Avenue between the freeway and Sprott Street as well as Sprott Street between Kensington Avenue and the Sprott Street Overpass. As such it would be prudent to forego any immediate road improvements to Sprott Street, given uncertainties related to road design, and potential cost sharing opportunities with the province for any required upgrading of Sprott Street. A further report will be submitted for the consideration of Council once servicing details are known and a mutually acceptable cost share arrangement has been reached with the developer.

- 3.9 As discussed previously, there is a minor wetted area in the north central portion of the subject site, in addition to a ditch that runs along the hotel site's southern property line. An environmental assessment of these areas has been completed and it has been determined that neither are classified as fish habitat. As such, the project does not require any compensation works, or approval of the Environmental Review Committee.
- 3.10 Any necessary easements and covenants for the site are to be provided, including, but not necessarily limited to, an easement for reciprocal access to both the hotel site and sport centre site, Section 219 Covenants restricting commercial, dormitory and medical/treatment uses, assuring that liability due to flooding is to remain with the property owner, and assuring that the water table in the area will not be drawn down during or after construction.
- 3.11 The applicable GVS & DD Sewerage Cost Charge will be required with this application.
- 3.12 A site profile application and resolution of any resultant conditions is required.
- 3.13 A suitable engineered design to the approval of the Director Engineering will be required for the on-site stormwater management system as well as a Section 219 Covenant to guarantee its provision and continuing operation. The deposit of sufficient monies to guarantee the provision of the stormwater drainage and landscape features will be required. This stormwater management system should use on-site greenspace to reduce rainwater run-off, and include elements such as a component of green roofs, bio-swales and underground detention chambers.
- 3.14 An on-site sediment control system is a requirement of Preliminary Plan Approval.
- 3.15 Due to the proximity of the proposed project to the Kensington and Sprott accesses to the Trans Canada Highway, the approval of the Ministry of Transportation and Highways to the rezoning application is required.

4.0 DEVELOPMENT PROPOSAL

4.1 Site Area (Sport Centre Site)

Gross	-	21,512.11 m ² /5.31 acres
Dedications	-	554.11 m ² /5,965 sq. ft.
Net	-	20,958 m ² /5.18 acres (subject to detailed survey)

4.2 Density (Sport Centre)

Gross Floor Area Permitted & Provided	-	2,475.28 m ² /26,645 sq. ft. (Medical Uses)
	-	1,515.6 m ² /16,314 sq. ft. (Commercial-Retail)
	-	3,629.64 m ² /39,070 sq. ft. (Athlete's Village)
	-	6,830.03 m ² /73,520 sq. ft. (General Sport Centre)
TOTAL	-	14,720.55 m²/158,456 sq. ft

Site Coverage	-	78.3% (including all paved areas) 32.5% (buildings only)
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4.3 Height

-	2 storeys
-	5 storeys for athlete's village component (above grade)

4.4 Parking

Vehicle Parking

Required and Provided Spaces

1,516 m ² Commercial Area	-	33 (1 space per each 46 m ²)
2,080 m ² Office Area	-	45 (1 space per each 46 m ²)
1,700 m ² Strength and Conditioning	-	67 (1 space per each 46 m ²)
300 Seat Gymnasium	-	30 (1 space per each 10 seats)
473 m ² Restaurant (100 seats)	-	20 (1 space per each 5 seats)
60 Units Athlete's Village	-	30 (1 space per each 2 units)

SUBTOTAL	-	225
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TOTAL PROVIDED	-	256 (31 extra spaces shown)
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Bicycle Parking

Required and Provided Spaces

Commercial & Visitor

(10% of required vehicle parking)

End Of Trip Facilities:

- 25 spaces
- Bike lockers, showers, lockers, change rooms, water closets and wash basins provided.

4.5 Future Hotel Site (to be rezoned to Amended CD (C3))

Site Area

Gross	-	8,093.7 m ² /2.37 acres
Dedications	-	1,502.7 m ² /0.37 acres
Net	-	8,093.7 m ² /2.0 acres (subject to detailed survey)



J. S. Belhouse
Director Planning and Building

EK:gk

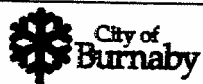
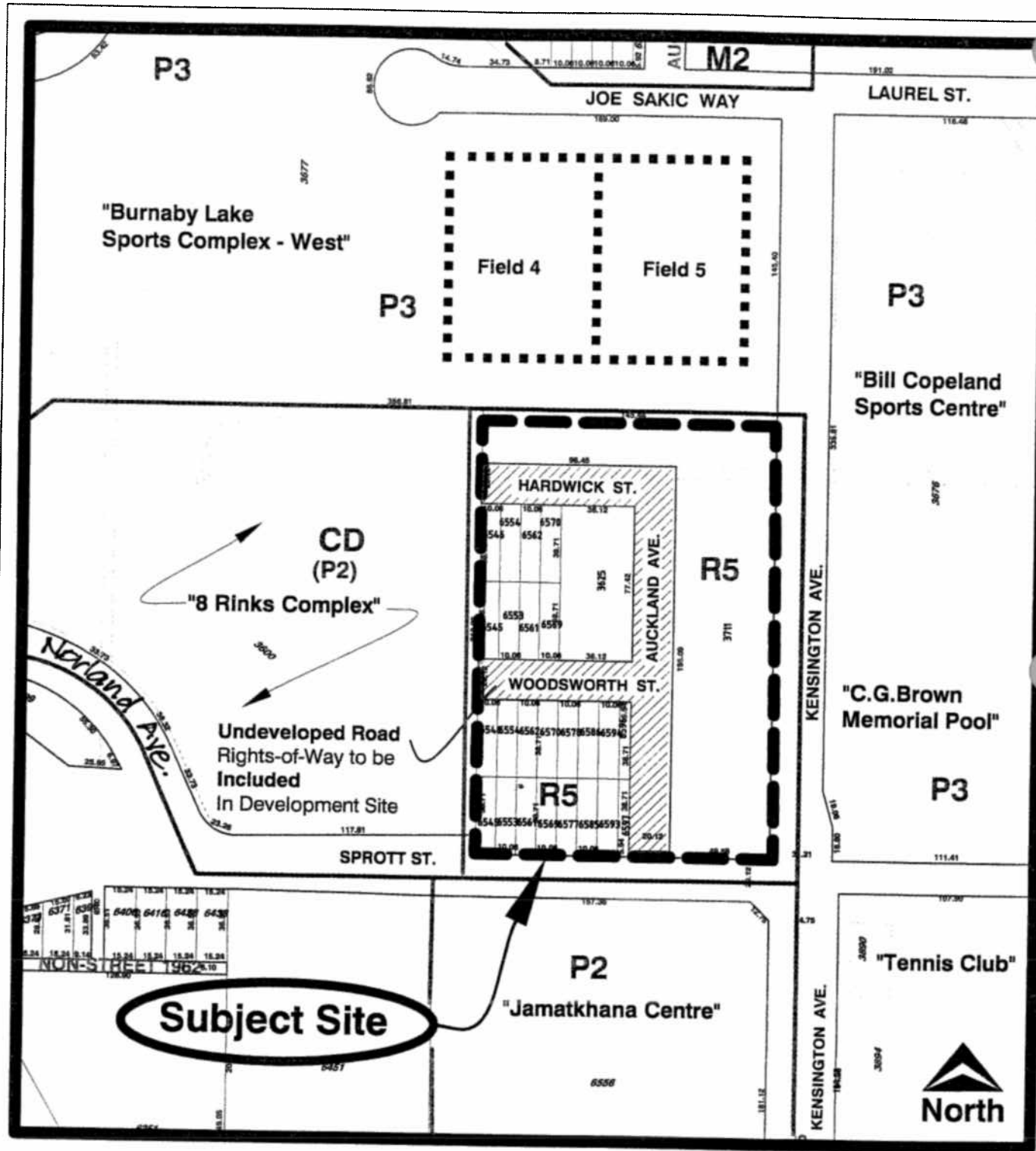
Attachments

- cc: Director Parks, Recreation and Cultural Services
Director Engineering
City Solicitor
City Clerk

Rezoning Reference #05-27 Schedule "A"

3711 Kensington Avenue	Lot 162 Except: Part in Plan BCP281, D.L. 77, Group 1, NWD Plan 28118
6546 Hardwick Street	Lot 71, Blk 4, D.L. 77, Group 1, NWD Plan 3051
6554 Hardwick Street	Lot 72, Blk 4, D.L. 77, Group 1, NWD Plan 3051
6562 Hardwick Street	Lot 73, Blk 4, D.L. 77, Group 1, NWD Plan 3051
6570 Hardwick Street	Lot 74, Blk 4, D.L. 77, Group 1, NWD Plan 3051
3625 Auckland Avenue	Lot "B", D.L. 77, Group 1, NWD Plan 7
6545 Woodsworth Street	Lot 86, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6546 Woodsworth Street	Lot 123, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6553 Woodsworth Street	Lot 85, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6554 Woodsworth Street	Lot 124, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6561 Woodsworth Street	Lot 84, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6562 Woodsworth Street	Lot 125, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6569 Woodsworth Street	Lot 85, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6570 Woodsworth Street	Lot 126, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6578 Woodsworth Street	Lot 127, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6586 Woodsworth Street	Lot 128, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6594 Woodsworth Street	Lot 129, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6596 Woodsworth Street	Lot 130, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6545 Sprott Street	Lot 138, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6553 Sprott Street	Lot 137, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6561 Sprott Street	Lot 136, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6569 Sprott Street	Lot 135, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6577 Sprott Street	Lot 134, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6585 Sprott Street	Lot 133, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6593 Sprott Street	Lot 132, Blk 4, D.L. 77, Group 1, NWD, Plan 3051
6597 Sprott Street	Lot 131, Blk 4, D.L. 77, Group 1, NWD, Plan 3051

Portions of Hardwick Street, Auckland Avenue and Woodsworth Street



Planning and Building Department

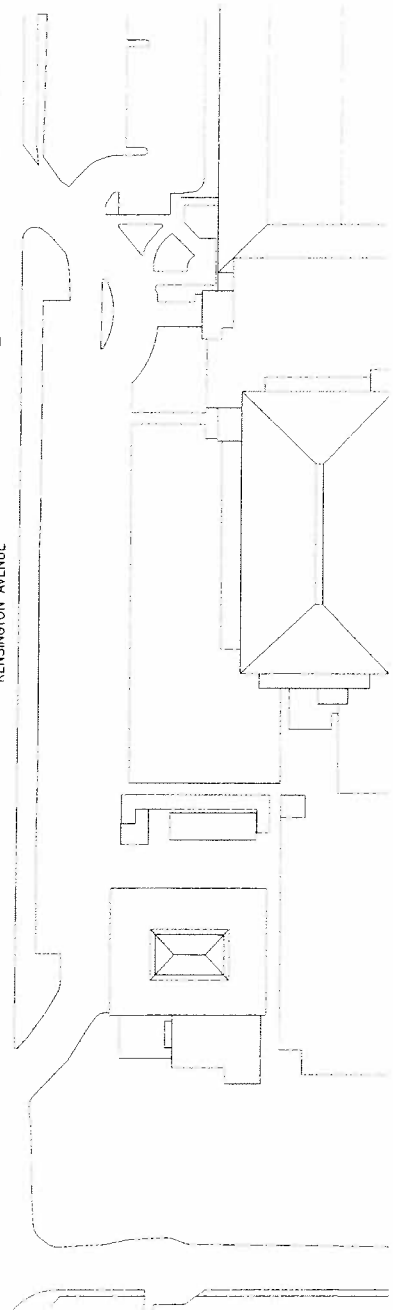
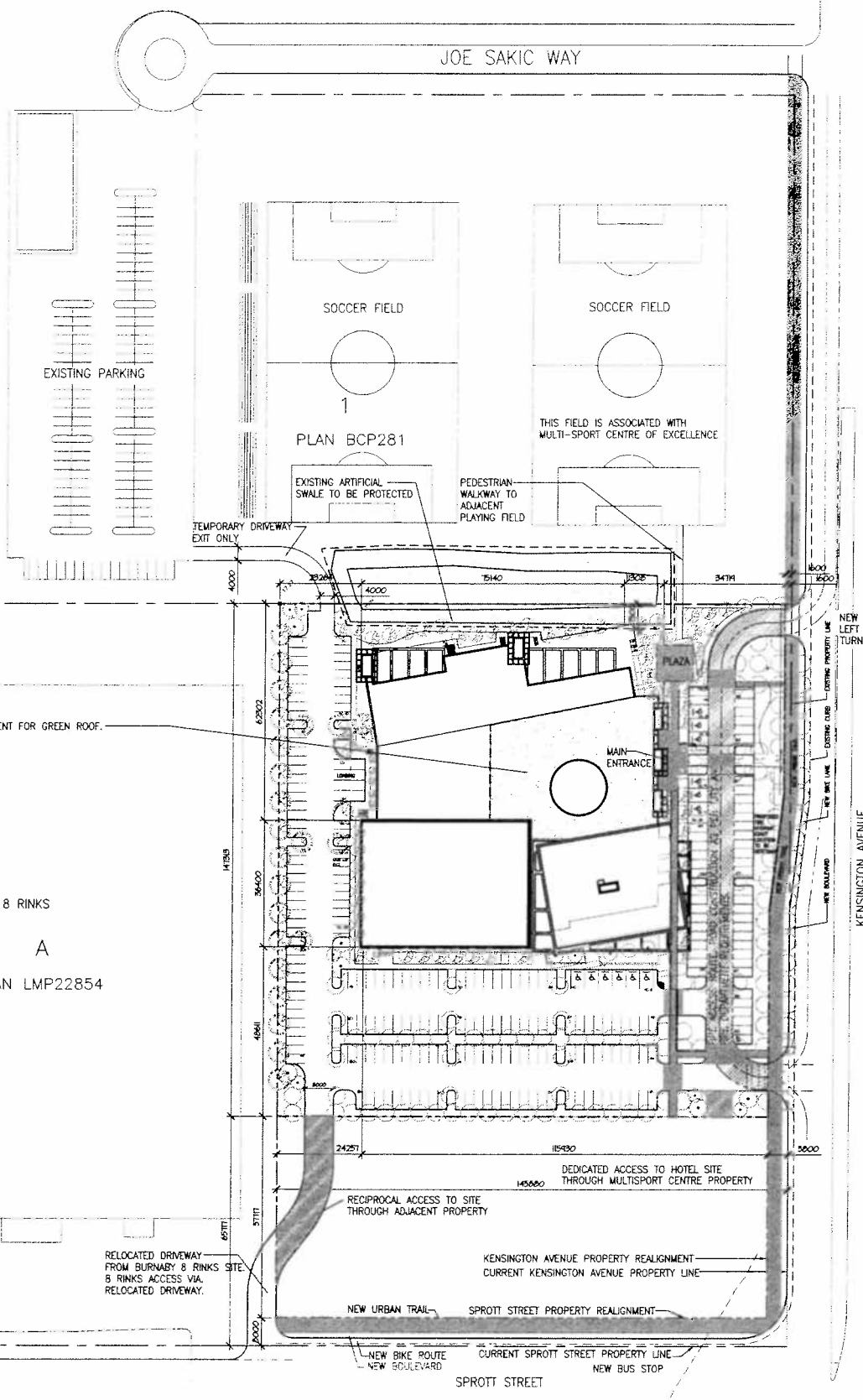
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Drawn By: J.P.C.

Date: June 2005

REZONING REFERENCE # 05 --27
Proposed Multi-Sport Centre of Excellence
 Kensington Ave./ Sprott St. Site

Sketch # 1



BURNABY 8 RINKS
A
PLAN LMP22854

Proposed Site Layout Multi-Sport Centre of Excellence

Sketch #2

