

COUNCIL REPORT

TO: CITY MANAGER 2008 February 12

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: REZONING REFERENCE #07-30
Multi-Use Athletic Complex
Simon Fraser University

ADDRESS: Ptn. of 8888 University Drive (see attached Sketches #1, #2 and 3)

LEGAL: Ptn. of Lot 1, D.L.'s 31, 101, 102, 141, 144, 147, 209, 210 & 211, NWD
Plan BCP6258 Except: Part on Plans BCP25760, BCP29777 & BCP31371

FROM: P6 Regional Institutional District and P11 SFU Neighbourhood District

TO: CD Comprehensive Development District (based on C2 Community Commercial District, P2 Administration and Assembly District, P6 Regional Institutional District and SFU Official Community Plan as guidelines, and in accordance with the development plan entitled "Burnaby Mountain Sport + Medical" prepared by Stantec Architecture Ltd.)

APPLICANT: Stantec Architecture Ltd.
1100 – 111 Dunsmuir Street
Vancouver, B.C. V6B 6A3
(Attention: Peter Wreglesworth)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2008 March 18.

RECOMMENDATIONS:

1. **THAT** a copy of this report be sent to Mr. Lee Gavel, Chief Facilities Officer, SFU Facilities Services, 8888 University Drive, Burnaby, BC, V5A 1S6.
2. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2008 March 3 and to a Public Hearing on 2008 March 18 at 7:30 p.m.
3. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a) The submission of a suitable plan of development.

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- b) Completion of the required Official Community Plan amendment process.
- c) The deposit of sufficient monies to cover the costs of all private and City infrastructure necessary to service the site, including a 4% inspection fee for City services only, 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.
- d) 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.
- e) The completion of the necessary subdivision.
- f) The granting of any necessary statutory rights-of-way, easements and or covenants.
- g) The submission of an environmental review and resolution of any arising requirements, including the requirements of the Environmental Review Committee and the Department of Fisheries and Oceans.
- 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) The submission of a Site Profile and resolution of any arising requirements.
- j) The granting of a Section 219 Covenant to assure the provision and continuing maintenance of end-of-trip facilities for cyclists and bicycle storage rooms.
- k) The deposit of the applicable GVS & DD Sewerage Charge.

REPORT

1.0 **REZONING PURPOSE**

The purpose of the proposed rezoning bylaw amendment is to permit the development of a major, privately owned and operated multi-use athletic complex within the athletic precinct of Simon Fraser University.

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2.0 **BACKGROUND**

- 2.1 The subject site is located in the athletic precinct of Simon Fraser University (SFU), within the western portion of the “University Enclave” (see Sketches #1, 2 and 3 **attached**). The site is currently undeveloped, cleared, and relatively flat. Surrounding lands are steeply sloped and covered with mainly deciduous trees and underbrush. Several watercourses, including tributaries to Eagle and Stoney Creeks are in the area. Three large playing fields are located to the northeast of the subject site, beyond which are a number of student residences as well as the existing athletic building. Older university residences are located to the northwest of the subject site. Undeveloped land to the south and southwest of the subject site is designated for future development as part of the South Neighbourhood Precinct of UniverCity.
- 2.2 On 2007 October 1, Council received the report of the Planning & Building Department regarding the rezoning of the subject site and authorized the Department to work with the applicant in preparing a suitable plan of development with the understanding that a further and more detailed report would be submitted at a later date. The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

3.0 **GENERAL COMMENTS**

- 3.1 The 3.69 hectare (9.12 acre) site is proposed to accommodate a major multi-use athletic complex, “Burnaby Mountain Sport + Medical” (BMSM). The suitable plan of development indicates two lighted artificial turf fields atop a large multi-use building comprising an aquatic centre, fitness centre, sports science and medical centre, an office block, accessory internally-oriented retail stores and a restaurant, as well as a large field house with an indoor track and field. The applicant has indicated that the field house would be adaptable for court sports, auditorium events, convocation, career fairs, trade shows, concerts and other uses, and would have 2,295 seats. Three levels of under-building and underground parking for 1,501 vehicles are proposed. The overall development has a gross floor area totalling 40,286 m² (433,649 sq.ft.), excluding the outdoor fields and parking facility.

Major sporting components will be constructed to a world-class, competition standard, and the design of the overall complex is compatible with the SFU campus in terms of building form, site layout, and urban design. Design and construction to a minimum LEED[®] Silver environmental standard is also being proposed. Numerous off-site improvements are proposed to accommodate the additional infrastructure requirements of the project, including the construction of new roads and utilities, the relocation of an existing surface parking lot near the northeast corner of the development site further north, and provisions for stormwater management. The applicant has made appropriate efforts to adjust the siting of the complex and related infrastructure to minimize impact on local watercourses.

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The proponent has indicated that the proposed development would be the largest athletic complex in Canada and the second largest in North America and realized through a partnership with SFU. The facility is proposed to be privately owned and operated, and therefore fully taxable, but located on long-term leased university land (99 years at a nominal rate). Under an agreement with BMSM, the SFU athletic community would have majority usage of the field house, as well as substantial use throughout the rest of the facility. The facility would also be used by the general public, including the SFU UniverCity residential community.

- 3.2 With respect to potential benefits arising from this proposed development, the proposed Burnaby Mountain Sport + Medical complex would provide SFU with much-needed recreation and athletic infrastructure that will service a growing campus population and residential community. It would also enable the university to build on its reputation as a leader in kinesiology and sports medicine research and athletic performance, and assist in the recruitment of students and athletes. Significant off-site improvements, including new roads and utilities that can be further upgraded as the Burnaby Mountain population continues to expand, are proposed to service the site. SFU has expressed its full support for the proposal.

In terms of potential benefits to the City, the facility will serve a growing population in Burnaby's northeast quadrant and help satisfy the increasing demand for sporting facilities in the city as a whole, including playing fields, gym space, pools, and other training facilities. The applicant has indicated that BMSM would encourage usage agreements with various recreational or amateur sports organizations, including the City of Burnaby, and that there will be extensive programs available to Burnaby residents, including sports camps, lessons and training. Burnaby residents would also have greater access to health and sports medicine practitioners, including chiropractors, physiotherapists, nutritionists and kinesiologists, which are currently largely concentrated in Vancouver and at the University of British Columbia (UBC). The facility is also anticipated to strengthen and promote Burnaby's position as a world-class centre for sport. The development would provide a high-performance training facility for professional and elite athletes, and attract international tournaments and athletic competitions, with spin-off economic benefits for local hotels, restaurants, and retailers.

- 3.3 Two aspects of the development proposal require special attention. With regard to the sport science and medical centre, the applicant has indicated that the mix of private practice will be similar to that found in most public hospitals and, particularly, the Allan McGavin Sports Medicine Centre at UBC. The centre would include offices for sports medicine professionals including orthopaedic specialists, physiotherapists, and podiatrists as well as medical and anti-doping laboratories. The applicant has indicated that the centre would seek patients from the broader community as well as contract specialty sports medicine services to teams and individuals. It will not function as a private medical clinic nor intend to provide core, medically necessary services.

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It is also noted that the sport science and medical centre and the office block have a combined floor area of 16,105 m² (173,358 sq.ft.). A sports-oriented chiropractic centre is tentatively proposed to occupy 8,550 m² (92,000 sq.ft.) of the office block. A Section 219 Covenant specifying that space within the sport science and medical centre and the office block may only be used for medical or sports-related office purposes or for SFU administration, teaching and research activities is required. This will ensure that space cannot be converted to general retail or commercial use, as this would be contrary to intent of the SFU Official Community Plan. Tenancies with a connection to sports and athletics are encouraged.

- 3.4 As the SFU Official Community Plan specifically indicates that the University Enclave is for University development, an amendment to the Plan is required to permit the associated public use facilities component of the BMSM development. A report and recommendations initiating the Official Community Plan amendment process also appears on Council's agenda for adoption. The prerequisite conditions for the subject rezoning include completion of the required Official Community Plan amendment process.
- 3.5 Vehicular access to the site is from West University Drive, which will be upgraded to provide two-way access to the site, and new Roads A, B, and C, which will be owned and maintained by SFU, with statutory rights-of-way providing public access (see attached Sketch #2).
- 3.6 The Director Engineering will be requested to provide an estimate for all services necessary to serve the site. Servicing requirements include, but are not necessary limited to the following:

Utilities

- Provision of water supply, sanitary sewer, storm sewer, and underground electrical and telecommunications wiring to serve the site.

Road Works

- Construction of Road A (three lanes), including median, bus loading/lay-by area, and new intersection with West University Drive;
- Construction of Road B (two lanes), including passenger loading area;
- Construction of Road C (two lanes);
- Provision of bicycle lanes, sidewalks, boulevard grass or special paving, street trees, and pedestrian lighting on Roads A, B and C; and

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- Reconstruction of West University Drive from its intersection with Gaglardi Way to Road A, including the intersection upgrades at Gaglardi Way, to facilitate two-way traffic.
- 3.7 The development site is proposed to be a fee-simple, subdivided parcel owned by SFU and leased to Burnaby Mountain Sport + Medical for 99 years. Registration of the land lease agreement on title and a Section 219 Covenant ensuring SFU retains ownership of the subdivided parcel is required.
- 3.8 Any necessary statutory rights-of-way, easements, and covenants are to be provided, including, but not necessarily limited to:
 - Statutory rights-of-way over roads, bicycle paths, and pedestrian walkways to ensure legal public access to the facility;
 - Section 219 Covenants for any trees or conservation areas deemed worthy of preservation;
 - Section 219 Covenant to assure the provision and continuing maintenance of facilities for cyclists, including end-of-trip facilities and bicycle storage rooms.
- 3.9 As part of the proposed site and its surrounding area is forested, steeply sloping and traversed with several watercourses including tributaries to Eagle and Stoney Creeks, the submission of the following items are required: an environmental impact assessment, grade survey, geotechnical report, tree survey, and raptor survey. The project will require compensation works and approval of the Environmental Review Committee (ERC) and the Department of Fisheries and Oceans. Compensation works may include complexing of local watercourses and off-site compensation opportunities in the Eagle or Stoney Creek watersheds.
- 3.10 The submission of an approved, on-site sediment control program will be a requirement of Preliminary Plan Approval.
- 3.11 A suitable on-site stormwater management plan will be required. The stormwater management system should use on-site greenspace to reduce rainwater run-off and include elements such as bioswales and underground detention chambers. All required approvals and a Section 219 Covenant will be secured as a condition of the subject rezoning.
- 3.12 Confirmation that rooftop playfield lights will have light shields to mitigate spillover will be required.
- 3.13 A traffic consultant report has been prepared to address: travel forms that the facility will generate; anticipated traffic patterns; proposed transportation infrastructure, including

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road and intersection design, capacity, and integration with future roads in the West Campus area; sufficiency of off-site parking; and measures that would encourage transit use, cycling, and walking. Staff have reviewed the report and are working towards approval of the proposed improvements.

- 3.14 A site profile application has been submitted. Resolution of any resultant conditions is required.
- 3.15 The GVS & DD Sewerage Development Cost Charge (Fraser Area) of \$0.811 per sq.ft. applies.

4.0 **DEVELOPMENT PROPOSAL**

4.1 **Site Area** – Subject to detailed survey - 3.69 ha (9.12 acres)

4.2 **Density** – Gross Floor Area Permitted & Provided

Field House	-	7,651 m ²	(82,357 sq.ft.)
Aquatic Centre	-	4,876 m ²	(52,487 sq.ft.)
Fitness Centre	-	4,641 m ²	(49,957 sq.ft.)
Sport Science & Medical Centre	-	6,594 m ²	(70,980 sq.ft.)
Office Block	-	9,511 m ²	(102,379 sq.ft.)
<i>Includes 8,550 m² (92,000 sq.ft.) chiropractic centre</i>			
Building Management Office	-	248 m ²	(2,670 sq.ft.)
Food Court and Retail CRUs	-	2,884 m ²	(31,044 sq.ft.)
Restaurant	-	762 m ²	(8,202 sq.ft.)
Club House	-	567 m ²	(6,103 sq.ft.)
<u>Mechanical areas, lobbies, circulation</u>	-	2,552 m ²	(27,470 sq.ft.)
TOTAL	-	40,286 m²	(433,649 sq.ft.)

4.3 **Site Coverage** - 63.2%

4.4 **Height** - Primarily five storeys

4.5 **Vehicle Parking**

Total Required		931
- Field House	2,295 seats @ 1 space per 10 seats	230
- Aquatic Centre		
Net floor area	3,309 m ² @ 1 space per 46 m ²	72
Seating count	463 seats @ 1 space per 10 seats	47
- Fitness Centre	4,641 m ² @ 1 space per 46 m ²	101

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- Offices	16,920 m ² @ 1 space per 46 m ²	368
<i>Includes Sport Science & Medical Centre, Building Management Office, Office Block, and Club House</i>		
- Food Court	214 seats @ 1 space per 5 seats	43
- Retail CRUs	1,066 m ² @ 1 space per 46 m ²	24
- Restaurant	230 seats @ 1 space per 5 seats	46

Total Provided	1,513
- Under building and underground	1,501
- Surface	12

4.6 Bicycle Parking

Total Required (10% of required vehicle parking) **94 spaces**

Total Provided	128 spaces
- Secured Class 'A' spaces	88 spaces
- Class 'B' visitor racks	40 spaces

End of trip facilities Showers, lockers, change rooms, water closets, and wash basins provided

4.6 Loading – Required and Provided **5 spaces**

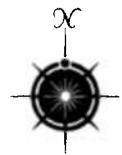
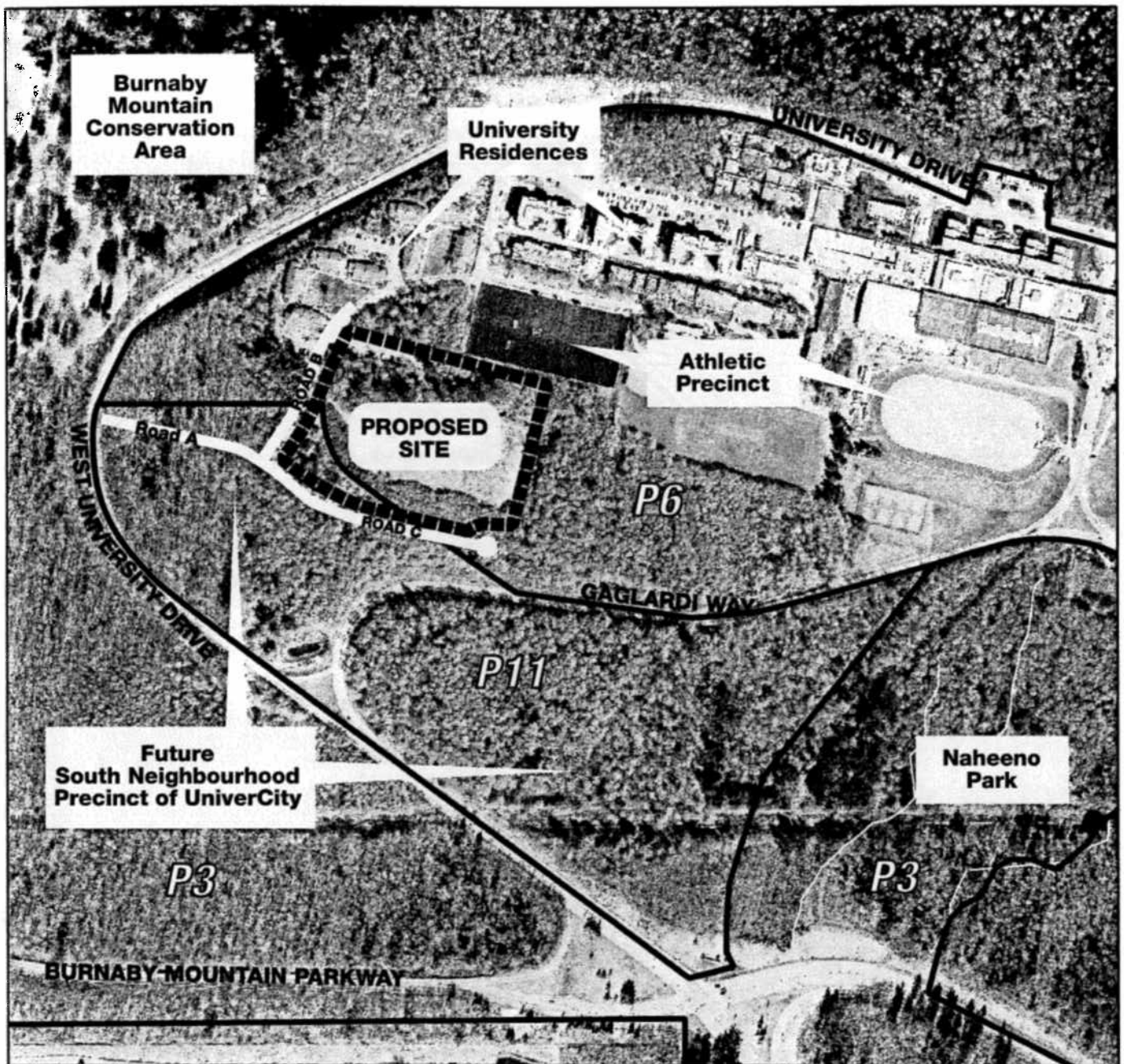
4.7 Comprehensive Sign Plan required



B. Luksun
DIRECTOR PLANNING & BUILDING

KH:
Attach. (3)

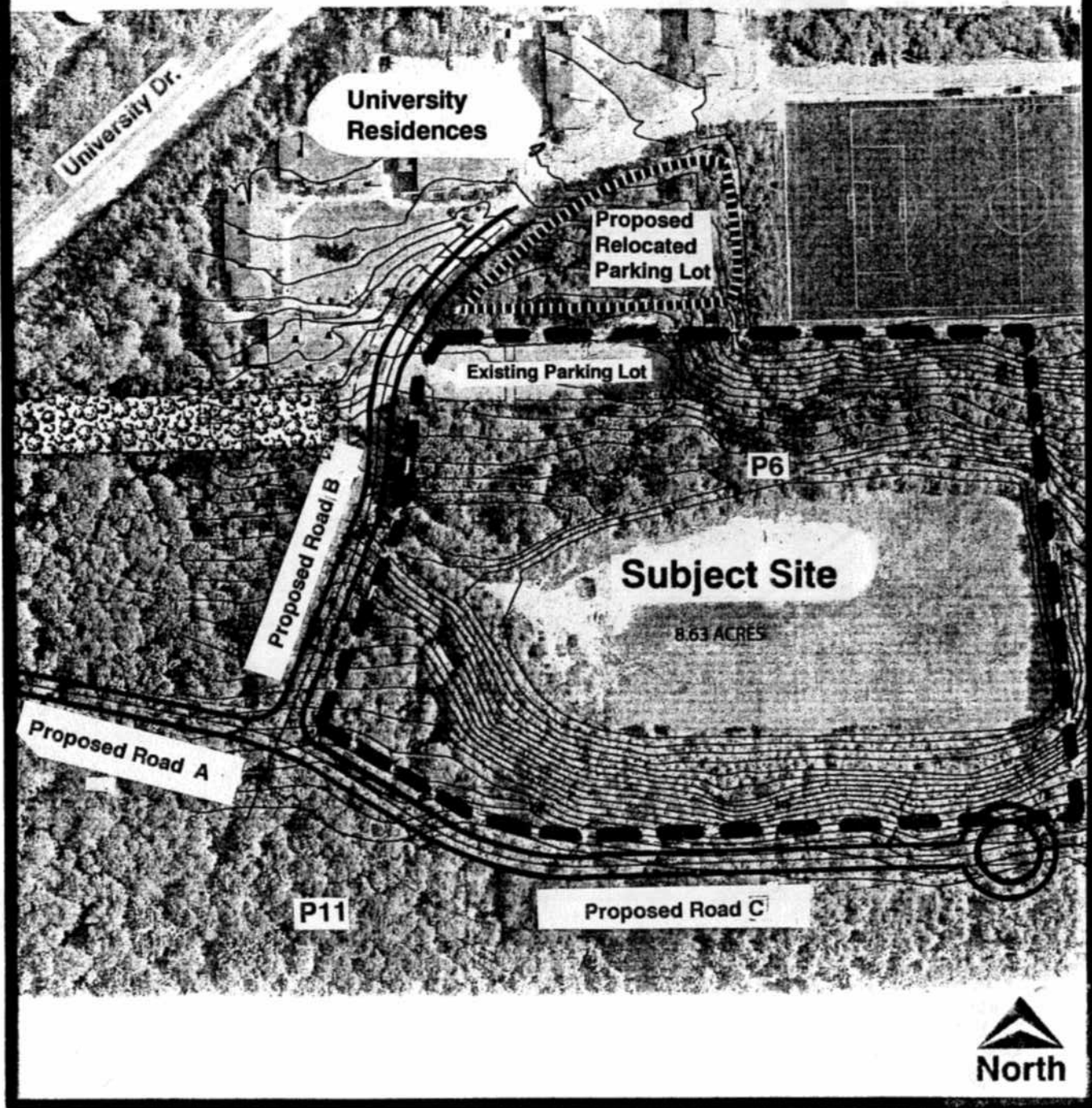
cc. City Clerk
City Solicitor
Director Engineering
Director Parks, Recreation and Cultural Services



Approx. scale: 1:10000
 2007 September 13
 Revised 2008 February 11

Rez 07-30
**Proposed Burnaby Mountain Sport + Medical
 Complex Development**

SKETCH #1



Planning and Building Department

Scale: 1 : 2000

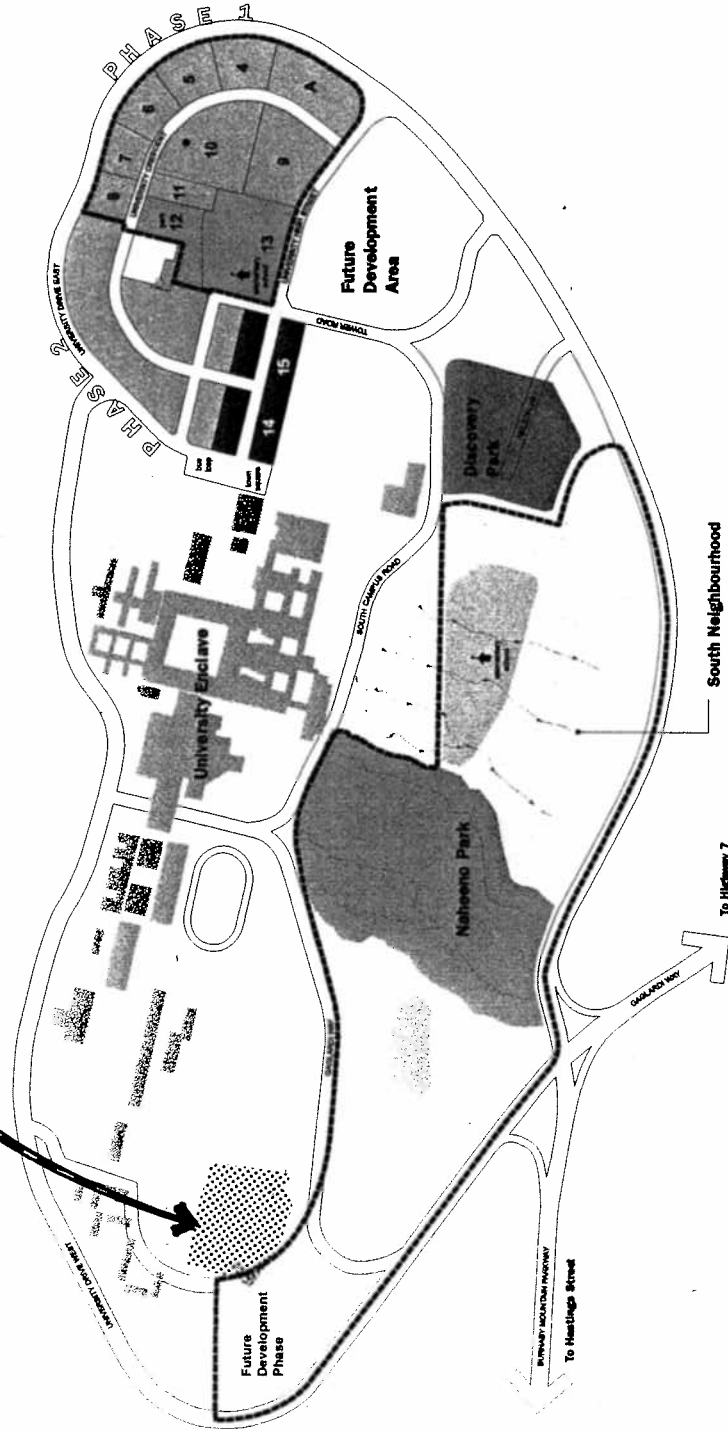
Drawn By: J.P.C.

Date: September 2007

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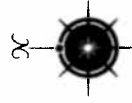
Sketch # 2

Subject Site



Simon Fraser University

- Mixed Use/Commercial Services
- P11e SFU Neighbourhood District and CD rezoning adjustments
- Park, School, Trail, Ravine and Open Space Area
- Business Park



THIS INFORMATION IS DIAGRAMMATIC AND IS SUBJECT TO CHANGE. FOR SPECIFIC INFORMATION, PLEASE CONTACT THE BURNABY PLANNING DEPARTMENT.
UPDATED TO OCTOBER, 2003

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Sketch # 3