



Item.....
Meeting..... 2021 November 22

COUNCIL REPORT

**TO:** CHIEF ADMINISTRATIVE OFFICER 2021 November 17

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #19-49**  
**Burnaby Lake Aquatic and Arena Facility**  
**Burnaby Lake Sports Complex**

**ADDRESS:** 3676 Kensington Avenue (see *attached* Sketches #1 and #2)

**LEGAL:** Lot 1, District Lot 77, Group 1, New Westminster District Plan LMP34752

**FROM:** P3 Park and Public Use District

**TO:** CD Comprehensive Development District (based on P3 Park and Public Use District and the Burnaby Lake Sports Complex Community Plan as guidelines, and in accordance with the development plan entitled “Burnaby Lake Aquatic & Arena” prepared by HCMA Architecture & Design)

**APPLICANT:** City of Burnaby  
4946 Canada Way, Suite 210  
Burnaby, BC V5G 4H7  
Attn: Tim Van Driel

**PURPOSE:** To seek Council authorization to forward this application to a Public Hearing on 2021 December 14.

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**RECOMMENDATIONS:**

1. **THAT** the introduction of a Highway Closure Bylaw be authorized according to the terms outlined in Section 4.3 of this report, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.
2. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2021 November 22 and to a Public Hearing on 2021 December 14 at 5:00 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.
  - 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 granting of any necessary statutory rights-of-way, easements and/or covenants in accordance with Section 4.8 of this report.
- e) The consolidation of the net project site into one legal parcel.
- f) The completion of the Highway Closure Bylaw as described in Section 4.3 of this report.
- g) 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.
- h) Compliance with the City's Groundwater Management for Multi-Family & Mixed Commercial Developments guidelines is required.
- i) The review of a detailed Sediment Control System by the Climate Action and Energy Division.
- j) The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- k) The review of on-site loading facilities by the Director Engineering.
- l) The provision of a detailed comprehensive sign plan.
- m) The provision of facilities for cyclists in accordance with Section 5.6 of this report.
- n) The approval of the Ministry of Transportation to the rezoning application.
- o) Compliance with the guidelines for surface and underground parking for visitors and patrons.
- p) The deposit of the applicable GVS & DD Sewerage Charge.
- q) The deposit of the applicable Regional Transportation Development Cost Charge.

## REPORT

### 1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit the development of a new aquatics and arena facility within Burnaby Lake Sports Complex.

### 2.0 POLICY FRAMEWORK

The proposed rezoning application is consistent with the site's designation in the Burnaby Lake Sports Complex Community Plan. It also aligns with the following City policies: Corporate Strategic Plan (2017), Regional Context Statement (2013), Official Community Plan (1998), Economic Development Strategy (2007), Social Sustainability Strategy (2011), and Environmental Sustainability Strategy (2016).

### 3.0 BACKGROUND

- 3.1 The subject City-owned site is located on the east side of Kensington Avenue, between Sprott Street and Joe Sakic Way, and is currently improved with the City-owned Bill Copeland Sports Centre, C.G. Brown Memorial Pool, and accessory surface parking (Sketch #1 *attached*). To the north, across Joe Sakic Way, is the Burnaby Lake Archery Range. To the east, across Sperling Avenue, is 3860 Sperling Avenue which contains a surface parking lot serving visitors of the nearby Burnaby Lake Rugby Clubhouse, sports fields, and Burnaby Lake Park. To the south, across Sprott Street, is the Burnaby Tennis Club. To the west, across Kensington Avenue, is the Burnaby Lake Sports Complex West, and the Christine Sinclair Community Centre.
- 3.2 The subject site is located within the Burnaby Lake Sports Complex Community Plan area (Sketch #2 *attached*), and is currently zoned P3 Park and Public Use District. The Council-adopted plan identifies the subject site for park and recreational uses, which is consistent with the proposed use and zoning for the subject site.
- 3.3 On 2018 December 03, Council authorized the commission of a needs assessment, and feasibility and schematic design studies for a new aquatics and arena facility on the subject site. HCMA Architecture + Design (HCMA) were subsequently retained to undertake these scopes of work. As part of the needs assessment scope of work, City staff, in coordination with HCMA, carried out an extensive initial round of public consultation that included a public survey, stakeholder workshops, and a range of outreach events across the City designed to generate ideas on the types of facilities that the public would like to see included in this project. To raise awareness of the project and public consultation events, staff developed postcards, posters, advertisements in local newspapers, sent out social media posts, and created a dedicated project webpage. Throughout the initial public consultation process, staff consulted with twelve aquatic stakeholder groups, nine arena stakeholder groups, spoke with 600+ people at five outreach events, and received over 1,200 responses to the public survey.
- 3.4 On 2019 October 23, Council received an initial rezoning report for the subject site. The report indicated that the results of the public consultation process indicated broadly supported principles for the new facility including the following:

- *Larger aquatics facility* – A larger and more diverse aquatics facility that reflects the varying needs of the community;
- *Multi-use and flexible* – A multi-use aquatic and arena facility that is a family friendly facility for all ages and abilities, but also supports fitness and sports excellence;
- *Enhanced programming* – Additional swim lesson capacity and fitness facilities and classes; and,
- *Connection to the natural setting* – Utilize the proximity to Burnaby Lake and the associated trails for socialization and recreation opportunities.

The initial report also indicated that the established working facility program encompassed:

- an NHL sized arena pad with five change rooms, support offices, a multi-purpose room, storage, ice resurfacing, mechanical, electrical and refrigeration rooms, a skate shop, and 200 spectator seats;
- an aquatics facility that includes a leisure pool, hot pools, sauna and steam rooms, a 50 m (10 lane) tank with two bulkheads and a moveable floor, a secondary 25 m (6 lane) tank with a moveable floor, a multi-purpose room, support offices, change rooms, recreational diving, and 750 spectator seats; and,
- supporting amenities including a large lobby, multi-purpose rooms, a commercial retail unit and concession services, sports hall of fame display area, a community fitness centre, general storage, and both childminding and childcare services.

These facilities would be in addition to the Bill Copeland Sports Centre, which will be retained on the site and integrated into the new development. Based on the above, Council authorized staff to continue working with the applicant towards a suitable plan of development.

3.5 On 2019 November 06, City staff hosted an Open House at City Hall to present the preliminary building facility program for the project and confirm public support, prior to finalizing the project's schematic design. A similar awareness campaign was launched and over 60 people attended the event, drawing representation from stakeholder groups and local residents. In general, the preliminary building facility program received broad public support. It is noted that some subsequent refinement of the proposed facility program were made as a result of the City's acquisition of the Christine Sinclair Community Centre, so as to not duplicate services within the newly acquired community centre. This includes but is not limited to the removal of the fitness centre, child care centre, and child minding facility and an associated parking requirement reduction.

3.6 On 2021 May 31<sup>st</sup>, City staff initiated a second phase of public engagement on the preliminary plan of development for the new facility. Due to the COVID-19 pandemic, the public engagement program was hosted virtually, in which the City received approximately 80 registered participants. The preliminary development concept presented the updated building facility program, site organization and layout, building form, design and materiality, landscaping and design response to the City's sustainability strategies. The project received broad public support from participants.

Overall, the proposal achieved the vision and guiding principles of the project which was established at the onset: "Burnaby Lake Aquatics and Arena Facility is a destination recreation facility that is welcoming to all – inspiring positive change within communities and the unique local environment."

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

#### 4.0 GENERAL COMMENTS

4.1 The applicant is requesting rezoning to the CD Comprehensive Development District based on the P3 Park and Public Use District and the Burnaby Lake Sports Complex Community Plan as guidelines. The use of CD Comprehensive Development zoning is required in order to permit the construction of a new aquatics and arena facility as proposed, including minor variances to P3 District and Off Street Parking Schedule of the Burnaby Zoning Bylaw. The facility will be City-owned and operated for public recreation purposes. The proposed total gross floor area of the proposed facility is 28,387.74 m<sup>2</sup> (305,563 sq.ft.), which would encompass the following:

- an NHL sized arena pad with five change rooms, support offices, a multi-purpose room, storage, ice resurfacing, mechanical, electrical and refrigeration rooms, a skate shop, and 272 spectator seats (including 5 accessible seats);
- an aquatics facility that includes a leisure pool, hot pools, sauna and steam rooms, a 50 m (10 lane) tank with two bulkheads and a moveable floor, a secondary 25 m (6 lane) tank with a moveable floor, a multi-purpose room, support offices, change rooms, recreational diving, and 757 spectator seats (including 7 accessible seats);
- supporting amenities including a large central lobby (accessed via Kensington Avenue) and secondary lobby (accessed via Sperling Avenue and via the underground parking building entrance), multi-purpose rooms, a cafe and concession services, and general storage;
- two outdoor plazas (one at Kensington Avenue entrance and one at Sperling Avenue entrance) that provide a variety of outdoor social spaces and waiting areas, as well as outdoor programmable spaces to support the overall facility; and,
- public art within the interior and exterior of the new facility.

As previously noted, the abovementioned facilities are proposed to be constructed on the subject site in addition to the rink and amenities available at the Bill Copeland Sports Centre, which will be retained on the site, renovated, and integrated into the new development. The existing C.G. Memorial Pool will be demolished in advance of this new construction.

4.2 Vehicular site access will be provided on the north side of the property from Joe Sakic Way (two driveways), from the west side along Kensington Avenue by way of a signalized intersection at the existing Christine Sinclair Community Centre site, and from the south along Sprott Street, where an existing surface parking lot on the adjacent property, 3860 Sperling Avenue, will be available to users of the facility. This existing surface parking lot will remain as a separate City-owned property and will continue to serve Burnaby Lake Park visitors, the Rugby Clubhouse, and users of the sports fields. However, an easement will be registered between the two City-owned properties to allow patrons to park and move between the surface parking lot at 3860 Sperling Avenue and the new aquatic and arena facility on the subject property.

In addition to the Sperling Avenue surface parking lot, the majority of the above grade parking for the facility is located along the west side of the site, adjacent Kensington Avenue, and the north side of the site, adjacent Joe Sakic Way. The other half of the total parking stalls provided will be in a new underground parkade accessed by a ramp located within the west surface parking lot near the Kensington Avenue driveway.

- 4.3 With the majority of the parking stalls strategically provided along the west side of the site or below grade, the east side of the site is defined by pedestrian-friendly areas with connections to trails, nature, and cycling infrastructure. Specifically, the eastern extent of the site is proposed to include a welcome plaza, an outdoor children’s play area, generous landscaping, a new multi-use pathway connecting cyclists and pedestrians to the Central Valley Greenway, and trails linking the facility with Burnaby Lake Park. In order to accommodate these linkages, a portion of redundant road right-of-way along Sperling Avenue, between Joe Sakic Way and Sprott St, is proposed to be closed and consolidated with the development site. The subdivision and consolidation of the proposed development site will include the closure of a portion of Sperling Avenue measuring approximately 4,484.74 m<sup>2</sup> (48,273 sq.ft.) subject to legal survey and final civil drawings, which will be achieved through a Highway Closure Bylaw.
- 4.4 The developer has committed to demonstrating sustainability through building design, materiality, and efficiency (water, energy and waste management) initiatives. The applicant has designed the project with a Low Carbon Energy System, in line with the City’s Green Building Policy, and anticipates that the project will exceed the City’s Green House Gas Intensity (GHGI) targets by approximately 20%.
- 4.5 The Director Engineering will provide an estimate for all services required to serve the site, including, but not necessarily limited to:
- storm, sanitary sewer, and water main upgrades as required;
  - provision of a 4.0 m multi-use pathway along the Sperling Avenue frontage, connecting with the existing multi-use path on the north side of Joe Sakic Way;
  - reconfiguration of the site’s central driveway to align with the northern driveway of 3713 Kensington Avenue (Christine Sinclair Community Centre);
  - signal upgrades and crosswalk improvements for Kensington Avenue intersections at Joe Sakic Way and Sprott Street;
  - the provision of a southbound left-turn lane and westbound left-turn lane at the Kensington Avenue and Sprott Street intersection to support the facility’s proposed access locations;
  - the provision of a southbound left-turn lane at the Kensington Avenue and Christine Sinclair Community Centre intersection to support the facilities’ proposed access at this location; and,
  - provision of a new northbound bus bay and a new southbound bus bay on Kensington Avenue.
- 4.6 Dedication is required along the Kensington and Sprott frontages to create sufficient space to accommodate a 1.8 m front boulevard and 3.6 m urban trail for pedestrians and cyclists. Corner truncations (3 m x 3 m) will also be required on Kensington Avenue at Joe Sakic Way and Sprott Street, as well as on Sperling Avenue at Joe Sakic Way and Sprott Street. The approval of geometric drawings, for all four fronting streets, will be required prior to Third Reading.

- 4.7 The project will include a total of 560 parking stalls, inclusive of 19 accessible stalls and 3 van accessible stalls. Of the 560 stalls provided, 81 spaces will be provided in the underground parkade, 149 on the western and northern portion of the site, and 330 in the Sperling Avenue lot. This lot has a day-to-day demand of approximately 35 parking spaces from members of the Rugby Club, park goers, and field users. Given the relatively low demand for this lot in its current usage, the project proposes to optimize this existing space by providing over half of the project's total parking and loading access from this portion of 3860 Sperling Avenue.

Within the underground parkade, 6 EV charging stations will be provided to serve visitors of the facility and to support the City's goal of achieving carbon neutrality by 2050. An additional 38 EV charging stations will be provided in the surface parking lot. In line with the City's climate objectives, the facility will also provide 24 long-term secure bike lockers for facility staff and 40 accessible bike racks for visitors.

To supplement the proposed parking, the applicant will be providing transportation enhancements through a comprehensive Transportation Demand Management strategy. This includes the provision of:

- end-of trip facilities for facility staff members, such as secure lockers and change rooms;
- bicycle racks and lockers for staff members and patrons;
- providing staff with car-free transportation information such as updated cycling and transit maps posted in staff areas;
- providing wayfinding signage to transit facilities, cycling and pedestrian networks, and improving sightlines between key facilities and nearby bus stops; and,
- providing up-to-date transit schedules within the lobby of the facility, allowing users to wait indoors until a bus arrives.

- 4.8 Any necessary statutory rights-of-way, easements, and covenants for the site are to be provided, including, but not necessarily limited to the following:

- Section 219 Covenant guaranteeing the provision and ongoing maintenance of stormwater management facilities;
- Green Building Covenant, which includes a green building report, an energy modelling report, and provisions for energy benchmarking, as outlined in the City's adopted Green Building Policy;
- Section 219 Covenant allocating a portion of the stalls in the Sperling Avenue parking lot (3860 Sperling Avenue) for visitors of the aquatic and arena facility;
- Easement granting users and service vehicles the ability to move between the parking lot at 3860 Sperling Avenue and the facility; and,
- 8.0 m statutory right-of-way over the proposed road closure area on Sperling Avenue to enable access to City-owned and third party utilities.

- 4.9 As the site will be partially excavated for development, a tree survey will be required identifying trees to be removed from the site. The applicant will be required to obtain a tree removal permit for all trees over 20 cm (8 inches) in diameter. A detailed landscape and tree planting plan has

been provided as part of the suitable plan of development to replace existing trees to be removed from the site.

- 4.10 The submission of a groundwater and storm water management plan is required. As well, 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.
- 4.11 The Climate Action and Energy Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.
- 4.12 The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering is required.
- 4.13 The submission of a detailed loading management plan to the approval of the Director Engineering is required.
- 4.14 Applicable development cost charges are:
  - GVS&DD Sewerage Charge; and,
  - Regional Transportation Charge.

**5.0 DEVELOPMENT PROPOSAL**

5.1	<u>Gross Site Area</u> (subject to detailed survey)	<b>47,521.78 m<sup>2</sup> (511,520 sq.ft.)</b>
	Road Closure Area	4,484.74 m <sup>2</sup> (48,273 sq.ft.)
	Dedication Area	2,476.93 m <sup>2</sup> (26,661 sq.ft.)
	Net Site Area	45,043.85 m <sup>2</sup> (484,848 sq.ft.)
5.2	<u>Site Coverage</u>	34%
5.3	<u>Gross Floor Area</u>	<b>28,387.74 m<sup>2</sup> (305,563 sq.ft.)</b>
	Existing Bill Copeland Arena	5,319.78 m <sup>2</sup> (57,261 sq.ft.)
	Renovated Bill Copeland Lobby	917.72 m <sup>2</sup> (9,878 sq.ft.)
	New Aquatic and Arena Facilities	22,150.24 m <sup>2</sup> (238,423 sq.ft.)
5.4	<u>Building Height</u>	<b>3 storeys (11.9 m)</b>
5.5	<u>Vehicle Parking</u>	
	<b>Total Required and Provided:</b>	<b>560 spaces</b> (incl. 22 accessible spaces, 12 short-term pick-up/drop-off spaces, and 1 designated HandyDART space)

To: Chief Administrative Officer  
From: Director Planning and Building  
Re: REZONING REFERENCE #19-49  
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5.6 Bicycle Parking

**Total Required and Provided: 64 spaces**

Class A Bicycle Lockers: 24 spaces

Class B Bicycle Racks: 40 spaces

5.7 Off-Street Loading

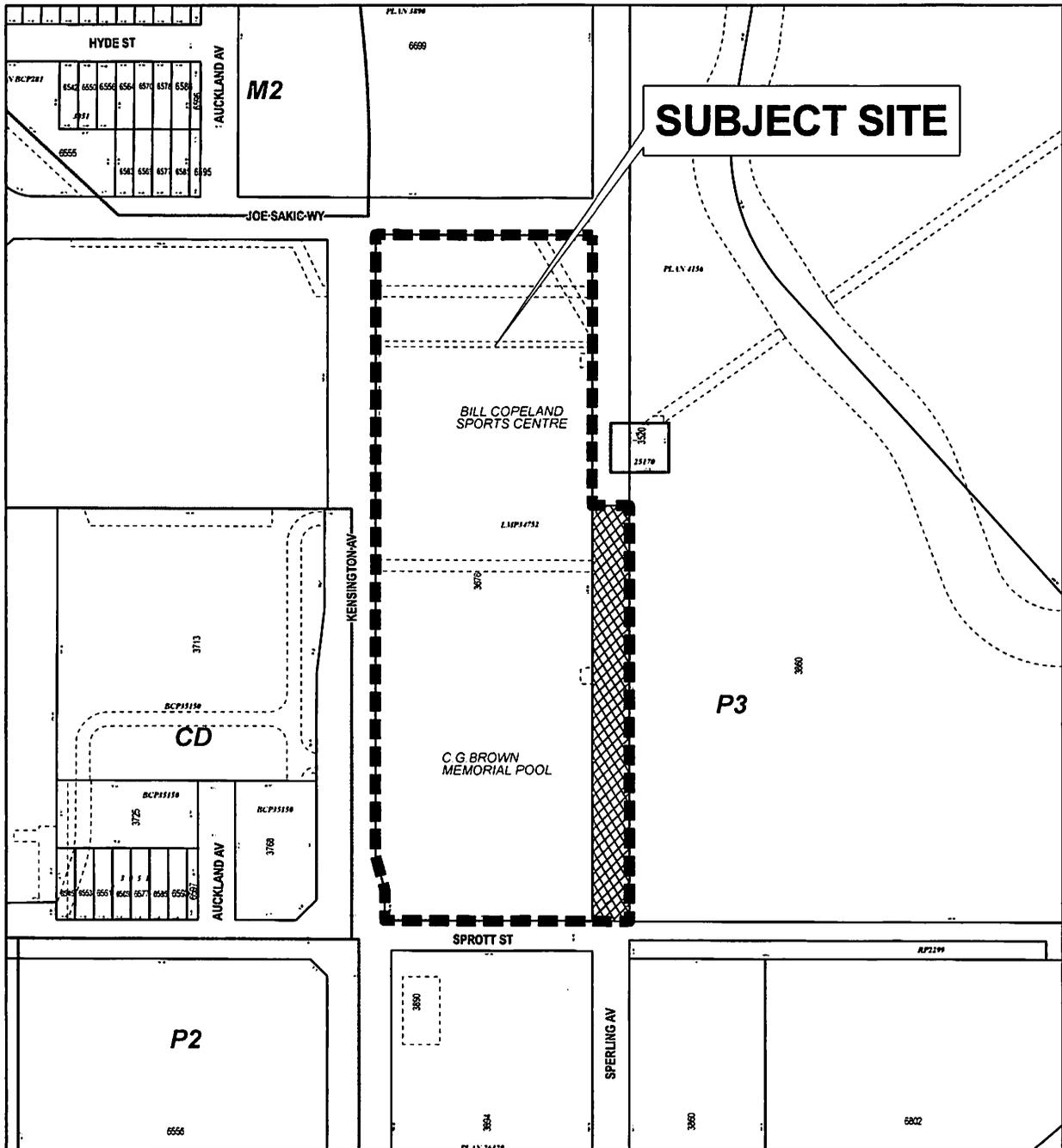
**Total Required and Provided: 6 spaces**



for: E.W. Kozak, Director  
PLANNING AND BUILDING

MP/ZT:spf  
**Attachments**

cc: Director Public Safety and Community Services  
City Solicitor  
City Clerk



PLANNING & BUILDING DEPARTMENT

Date:  
OCT 22 2021

scale:  
1:3,500

Drawn By:  
RW

REZONING REFERENCE #19-49  
3676 KENSINGTON AVENUE



Subject Site



Road Closure Area

