



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Date: January 19, 2004
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CC File No.: 8009
Meeting Date: January 27, 2004

TO: Vancouver City Council

FROM: Project Manager, PNE/Hastings Park in consultation with the General Managers of Park Board, Corporate Services and Community Services

SUBJECT: PNE/ Hastings Park - Process Framework and Public Consultation Process

RECOMMENDATION

- A. ***THAT Council adopt a Process Framework and Public Consultation Process for "A New Future for the Pacific National Exhibition (PNE) within Hastings Park" and instruct the PNE/Hastings Park Steering Committee to implement the process as outlined in this report; and***
- B. ***THAT Council approve an allocation to the PNE/Hastings Park public consultation process in the amount of \$215,000; source of funds to be the PNE Reserve Account.***

CITY MANAGER'S COMMENTS

The City Manager RECOMMENDS the foregoing. This Project Framework and Public Consultation Process provide a direction for the PNE/Hastings Park that provides ample opportunity for a wide range of interest groups to be involved in an open and inclusive process to shape the future of the PNE within Hastings Park.

COUNCIL POLICY

In March 1997 both the Park Board and City Council approved the Hastings Park Restoration Plan.

In March 2003 Council approved the terms of an agreement between the Province and the City transferring the ownership of the PNE to the City effective January 1, 2004 and directed staff to commence the process to develop a long-term vision for the PNE at Hastings Park. Council approved a budget of \$300,000 for the PNE visioning and finalization of legal work relating to the transfer.

PURPOSE

The purpose of this report is to seek Council's approval for a process framework and resources in support of a public consultation program to determine a new future for the Pacific National Exhibition (PNE) within Hastings Park.

BACKGROUND

Hastings Park was granted to the City by the Province in 1889 as a public park. The site is 66 hectares (162 acres).

The Pacific National Exhibition (PNE) was founded in 1907 and has, since 1910, operated an annual fair in Hastings Park. The PNE over the years has expanded its operations beyond the 17-day annual fair, to encompass Playland, a 6-month attraction, as well as year-round event services and facility operations. In addition, Hastings Racetrack has occupied a portion of the City-owned site since 1892.

The site has a long tradition and history of offering entertainment, activities, employment and green space to generations of Vancouver residents. It is part of our collective heritage. The site is situated in a primarily residential neighbourhood in the Hastings Sunrise community and provides green space in addition to the neighbourhood parks in Hastings Sunrise. Hastings Park, along with Stanley Park, VanDusen Gardens, Queen Elizabeth Park and the Bloedel Conservatory, is considered a City-wide asset.

In 1990, City Council approved a general concept for the development of Hastings Park, which included "that the site be restored to dominant park use". In 1994 the City entered into a transition agreement with the PNE which enabled the PNE to continue to operate and occupy the site while a new plan was prepared.

In 1997 the Park Board and City Council adopted the Hastings Park Restoration Plan, a comprehensive planning document developed after two years of community consultation. It was based on the premise that the PNE would be leaving the Hastings Park site and provided for a transition from PNE to park land. To date \$13 million has been invested in realising 30 acres of restored parkland.

In March 2003 the Province determined that it would no longer operate the PNE and entered into an agreement with the City for the transfer of the PNE to the City effective January 1, 2004. At that time City Council committed to operating the PNE in its current form at least through 2005 and directed staff to commence a consultation process to determine a new future for the PNE within Hastings Park.

Since that time other factors have emerged which will influence the future of the site. In July Vancouver was awarded the 2010 Olympic Winter Games. A number of Olympic events are to be staged at venues in Hastings Park. In early December Council deferred consideration on referral to public hearing of an application from Hastings Entertainment Inc. and BC Lottery Corporation for the introduction of slot machines at the Hastings Racetrack. Council directed staff to report back on the application after the completion of the PNE/Hastings Park visioning process, including all uses and potential uses on the site.

DISCUSSION

Goal:

The goal of the public consultation process is to ensure opportunity for all interested parties to provide input and advice on a new future for the PNE in Hastings Park, and to develop a series of options for Council's consideration.

Process Framework:

This new future will be developed in a series of steps. The first step is to define the project scope and establish the anticipated goals. A meeting has taken place with community, PNE, Racetrack and City-wide representatives (Key Stakeholder Group) to define a Process Framework. The Process Framework sets out the parameters and goals of the visioning process for A New Future for the PNE in Hastings Park and includes:

- a definition of the site area considered within the scope of the visioning process;
- "fixed" vs. variable elements of the plan;
- financial parameters of the plan;
- roles and responsibilities:
 - public and technical inputs;
 - "stakeholder" involvement;
- criteria for evaluating options; and
- a definition of the products to be presented for Park Board and Council's consideration.

Site Area:

The boundaries for the primary project study area will include all of Hastings Park. Hastings Community Park which is on the south side of Hastings from Renfrew east to Windermere, the parking lot located between Windermere and E-Comm, and the parking lot immediately north of the Park along the northeast edge will be considered as ancillary project study areas (see Appendix A context maps).

Fixed and Variable Elements:

The New Future for the PNE in Hastings Park will build on and complement the Hastings Park Restoration Plan. To date, significant progress has been made on implementing this Plan, with the creation of the Sanctuary, Italian Gardens, Skateboard Bowl and Empire Fields. Of the total 45 hectares (111 acres) that were planned to be restored, nearly one third or 12 hectares (30 acres) has already been restored.

All restoration work completed to date (the Sanctuary, the Italian Garden, Skateboard Bowl and Empire Fields) will be considered as "fixed" elements in any future plans, as will the on-site buildings included in the Plan. The facility improvements arising from use of the

Coliseum, Agrodome, Rollerland Building and a temporary rink as part of the 2010 Olympic Games will be considered as "fixed" elements. Future (post 2010) uses and management options would be considered as "variables" and part of the visioning process.

The Restoration Plan also included the retention and re-use of the Coliseum, Agrodome, Garden Auditorium, the Forum and Rollerland as well as the greening of the balance of the site with the creation of Windermere Hill (current site of Playland) and the greening of Exhibition Bowl as an extension of the Sanctuary.

The Restoration Plan also confirmed the longer-term place of the Racetrack at Hastings Park, noting that the operators would work towards greening their facilities and work to implement the park connection to New Brighton Park. The Racetrack use will be considered "fixed" for the purpose of the current planning process within its existing footprint or its revised configuration as shown in the HPRP. The current planning process will consider possible changes to the footprint contemplated in the Restoration Plan as well as the potential impacts and mitigation arising from the possible introduction of slots.

While the Restoration Plan envisioned that the PNE would in time, move from the site, principles were framed to reconcile the continued use of the park by the PNE until such time as the use was no longer compatible with the restoration of the park. These principles set out that the dominant focus would be on the greening of the park, which would continue in a timely way considering availability of funds and existing commitments. The principles also confirmed the importance of the PNE as an institution and recognized that while on-site jobs will change, decisions should be sensitive to these jobs. Refer to Appendix B for an overview of the Restoration Plan and Restoration Plan Principles.

A new future for the PNE within Hastings Park will involve exploring new ways and means to integrate PNE activities, in whole or part, into the Plan. This integration will be the key "variable" for discussion with the stakeholders and general public. New or modified PNE activities will arise through the public consultation process and some options and scenarios put forward for Council's consideration may entail modifications to the 1997 Restoration Plan for the balance of the site.

As earlier directed by Council, the PNE Fair/Playland/Events operations will continue in their current form at least until December 2005. Council's direction to report back with recommendations for all uses and potential uses on the Hastings Park site on May 18, 2004 is also noted by staff as a "fixed" process element.

Financial Parameters

Any scenarios or options considered should be financially viable and financially sustainable in a manner consistent with other City-wide park. Economic assessment will be done to measure the costs and benefits of various scenarios and to report on financing options.

Stakeholder Involvement:

The future of the PNE is of interest to a diverse group of stakeholders. In addition to the localised stakeholders; the neighbours, community associations, PNE employees, concessionaires and sub tenants, and the Hastings Racetrack, there are City-wide interests which include all City residents, PNE patrons as well as student employees, economic and tourism interests. The public consultation process is designed to provide opportunity for all interested parties to provide input and inform Council's decision making.

To ensure broad input into the process, a Key Stakeholders Group has been established and is comprised of individuals from:

- Burrardview Neighbourhood Association (1)
- Hastings Community Association (1)
- Hastings Park Conservancy (1)
- Hastings Racetrack Management (1)
- Hastings Racetrack Employees - OPEIU (1)
- Horsemen's Benevolent and Protective Association (1)
- Hastings Sunrise Community Liaison Group (1)
- Hastings Townsite Neighbourhood Association (1)
- North Hastings Business Improvement Association (1)
- North Hastings Community Policing Centre (1)
- PNE Concessionaires (1)
- PNE Management (1)
- PNE Employees - CUPE 1004 (1)
- Tourism Vancouver (1)
- Spirit of Vancouver/Board of Trade (1)
- Youth representatives (2)
- Citizens "at large" (1-3)

The Key Stakeholders Group's role will be to provide feedback to staff and the Steering Committee on the public consultation process and to review the content. The Key Stakeholder Group will not be asked to reach consensus on any one scenario or option.

Public and Technical Inputs:

A new future for the PNE within Hastings Park will involve both qualitative and quantitative assessment.

Generally, the City will seek independent technical advice from qualified experts on the technical and quantitative aspects of a plan -- the analysis of the financial viability of scenarios and options, operational matters and aspects of the Implementation Plan. The results will be communicated to the public who may wish to provide comment and feedback on the implications of the technical analysis. Technical consultants will be engaged to provide expertise in areas of:

- fair, exhibition and event operations;
- economic and employment impacts;
- site planning and landscape architecture.
- capital and operating cost estimating;
- access, parking and traffic impacts; and
- adaptive re-use of facilities.

The public will be asked to provide input into qualitative or values-based issues. These are issues of desirability; where there is no right or wrong answer, simply varying values characterized as tradeoffs in public goods. The public will be invited to provide input in:

- identifying themes, activities, experiences and elements to be considered;
- identifying impacts, implications and mitigation strategies of scenarios and options; and

- prioritizing scenarios and options relative to each other.

Collaborative Joint Park Board and City Participation

City and Park board staff will work collaboratively on the PNE/Hastings Park project. Park Board staff will be members of the Project Team, Technical and Steering Committees. Reports will be presented to both Park Board and City Council noting that the final decision with respect to a New Future for the PNE/Hastings Park rests with Council.

Summary of Roles and Responsibilities

This chart summarises the roles of the various participants in the public consultation process.

	Community Stakeholders	Key Stakeholder Group	Technical Experts	City & Park Board Staff	Steering Committee	Park Board	City Council
Administrative support				√			
Organize/facilitate events, meetings				√			
Conduct research			√	√			
Provide information		√	√	√			
Generate ideas and concepts	√	√		√			
Technical evaluation			√	√			
Express preferences on scenarios	√	√		√	√		
Identify impacts and benefits	√	√	√	√	√		
Package scenarios				√	√		
Make recommendations to Council/Park Bd.				√	√		
Approvals						√	√

Evaluation Criteria:

Factors to be weighed in evaluating scenarios and options will include:

- Extent to which the Hastings Park Restoration Plan can be completed;
- Extent to which the re-invented PNE activities achieve entertainment objectives and are operationally and financially viable;
- Employment, tourism/economic impacts and opportunities;
- Other public benefits/dis-benefits;
- Comprehensive synergies (i.e. extent to which the proposed elements work together in a holistic manner);
- Financial viability and sustainability; and
- Timeframe for completion of the proposed plan.

Additional evaluation criteria may arise through the consultation process. All scenarios and options under consideration would be reviewed against all criteria.

Project Deliverables:

Several scenarios will be developed, with each to include:

- A **vision statement** which will consist of words and images describing activities and experiences envisioned in an ideal long-term future;
- An **illustrative plan** which will show the general layout of the **elements** proposed to be included on the site. There may be more than one option within the illustrative plan showing alternate ways of achieving a scenario and/or showing “slots” and “no slots” options;
- A preliminary **financial plan** outlining capital and operating cost implications including financing options;
- A **public benefits** analysis measuring both positive and negative impacts. In the case of negative impacts, mitigation strategies will be proposed;
- **Implementation issues** which would identify issues for further development such as the implementation timeline and would include a proposed governance framework.

The purpose of the public consultation process is not to review the implications of gambling in general or the merits of slots vs. no slots at Hastings Racetrack. The process will develop a range of viable scenarios, some with and some without slots, for the future of the PNE at Hastings Park, provide context and measure public support for these scenarios. The process will review the implications of slots insofar as they affect the layout, design and use of Hastings Park. Slots options will also take into account the implication and impacts of slots and make recommendations for mitigation strategies, if necessary.

The purpose of developing a series of scenarios is two-fold. One is that it ensures that an array of options are fully evaluated and considered prior to decision-making. Secondly, it does not prejudice Council's deliberation on the matter of slots at Hastings Racetrack.

Public Consultation Process Overview:

The public consultation process will actively involve both the general public, the Hastings-Sunrise area residents, the PNE -- including employees, concessionaires, sub-tenants and patrons, the Hastings Racetrack, environmental, economic interest groups, event, festival and attractions organizers, among others, in determining A New Future for the PNE within Hastings Park. The process will generate ideas for proposed activities, experiences and uses for the site and the buildings within Hastings Park. The primary objective is to seek a new future which will be both responsive to the needs of the many stakeholders and public, and which will further these important civic assets - the PNE and the Park. An ancillary objective is to restore certainty for both the community and the employees on the site.

The consultation process is comprised of a series of key activities and events as summarized in Appendix “D” and described below:

Project Notification and Promotional Activities

An information package will be assembled that will include an overview of the project and the public consultation process, the scope and technical requirements, process framework and parameters, as well as associated project timelines. The information will be used to create brochures and advertising material to promote the public consultation process. The print materials will be translated and will be widely distributed. The aim of the notification and promotional activities is to inform participants of the process, allow them to determine if they wish to become involved and how they can become involved, and to help participants understand their role in the public consultation process. Follow-up materials will be created

to provide background information to those interested in becoming involved. This work will be carried out in early February.

Solicit Ideas through Targeted Outreach

The purpose of the outreach will be to solicit the broadest range of inputs and ideas. Using targeted interviews and interest group meetings, as well as the City's website, staff will solicit ideas and inputs throughout February.

The PNE/Hastings Park Ideas Fair

The critical event for public input is the proposed Ideas Fairs that will be held at Hastings Park. The purpose is to generate interest and dialogue on the activities, uses and experiences which could be included on the site. Like the City Plan Ideas Fair, the PNE/Hastings Park Ideas Fair will involve the use of artists and illustrators to help the public record their ideas.

The Ideas Fair will include displays of past and present images from the PNE and Hastings Park. In addition, examples from relevant sites around the world will be displayed. There will also be opportunity for the Hastings Conservancy, PNE and Racetrack to display materials and background information. This will allow organizations as well as individuals to share their ideas. The Ideas Fair will be held the last weekend in February.

Prior to the Ideas Fair, the City will host a public forum and invite international experts with a broad range of experiences to speak to and show examples of comparable urban parks with active uses.

Staff, working with the independent experts will also develop a series of themed visions to initiate dialogue at the Ideas Fair. The purpose is not to promote any one theme but to stimulate discussion and the exploration of new ideas based on a comprehensive holistic or themed approach to the site.

Technical Analysis

Staff will review the many inputs generated through the outreach and the Ideas Fair and group elements and options into logical scenarios for further review. Technical advice and assistance will be sought by consultants where quantitative analysis is necessary. Each scenario developed will be assessed against the evaluation criteria. The draft scenarios will be reviewed by the Key Stakeholders Group and by a focus group to ensure that they are comprehensible and to solicit independent preliminary public feedback.

Evaluation and Feedback

Using the public inputs and technical analysis described above, the draft scenarios will be presented to the public for feedback and comment using a variety of engagement mechanisms including:

- Public open houses/information kiosks to be held in venues across the City
- Website interaction and email submissions
- Print pieces
- Newspaper advertisements and/or supplement

The public will be invited to comment on and express preferences for the scenarios. In addition, staff will measure the variance between local, city-wide and focus group responses to the scenarios. The scenarios as well as the public feedback will then be summarized by

staff, reviewed by the Project Technical and Steering Committees as well as the Key Stakeholders Group, and presented to Park Board and Council in May.

Information Report

The report presented in May will be for information only and will contain up to four scenarios -- at least one will be a "with slots" and one "without slots". The Information report will provide context for Council's deliberations on slots but will not have prejudged any one outcome. Once Council has made its decision on the slots matter, staff will report back with a recommendation report outlining the PNE/Hastings Park scenario(s) corresponding to Council's decision on slots and including a comprehensive implementation and financial plan.

Staffing and Project Resources

A Steering Committee comprised of senior City staff has been convened to guide this consultation process. The PNE staff team will be comprised of two dedicated staff -- a Project Manager and a Planning Assistant with support from an interdepartmental Technical Team. The project organizational chart is attached to this report as Appendix "D".

The total projected budget for the 18-month period January 1, 2003 through June, 2004 is \$515,000 including costs relating to the transfer of ownership from the Province to the City as well as all costs relating to the public consultation process. In March 2003 Council approved a budget in the amount of \$300,000 for the finalization of legal work and business plans related to the acquisition of the PNE and to begin the public consultation process. This report seeks Council approval for a further allocation of \$215,000. Generally the additional costs are related to resourcing the public consultation process with the necessary technical expertise within a limited timeframe. A budget is attached as Appendix "E".

FINANCIAL IMPLICATIONS

In November 2003 Council approved the transfer of \$583,500 which had been set aside from past operating budgets to a PNE Reserve account for the purpose of funding the visioning process and any future costs arising from the City's financial exposure related to the operations of the PNE. In March 2003 Council approved an allocation of \$300,000. Recommendation B of this report seeks a further allocation of \$215,000.

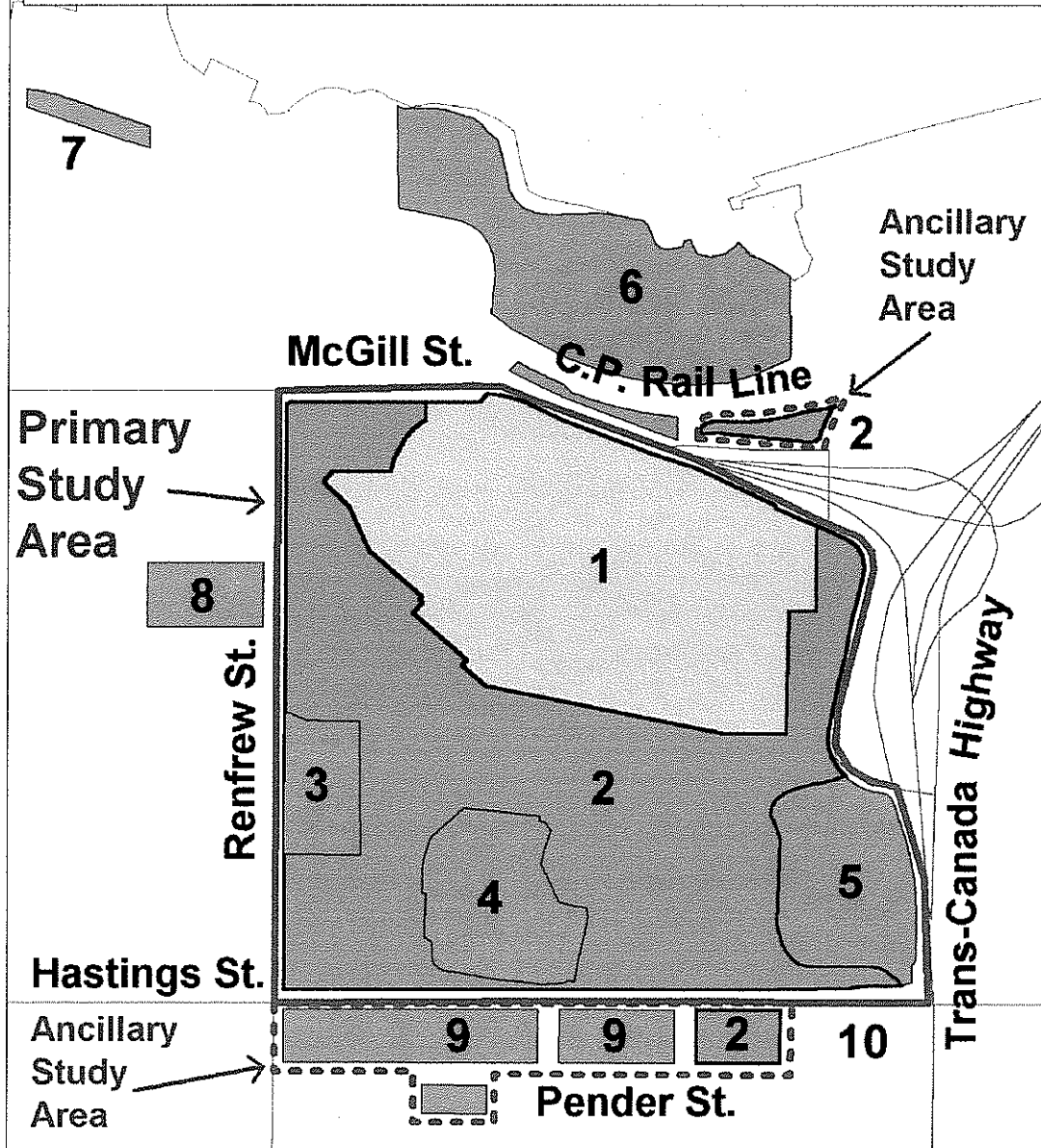
CONCLUSION

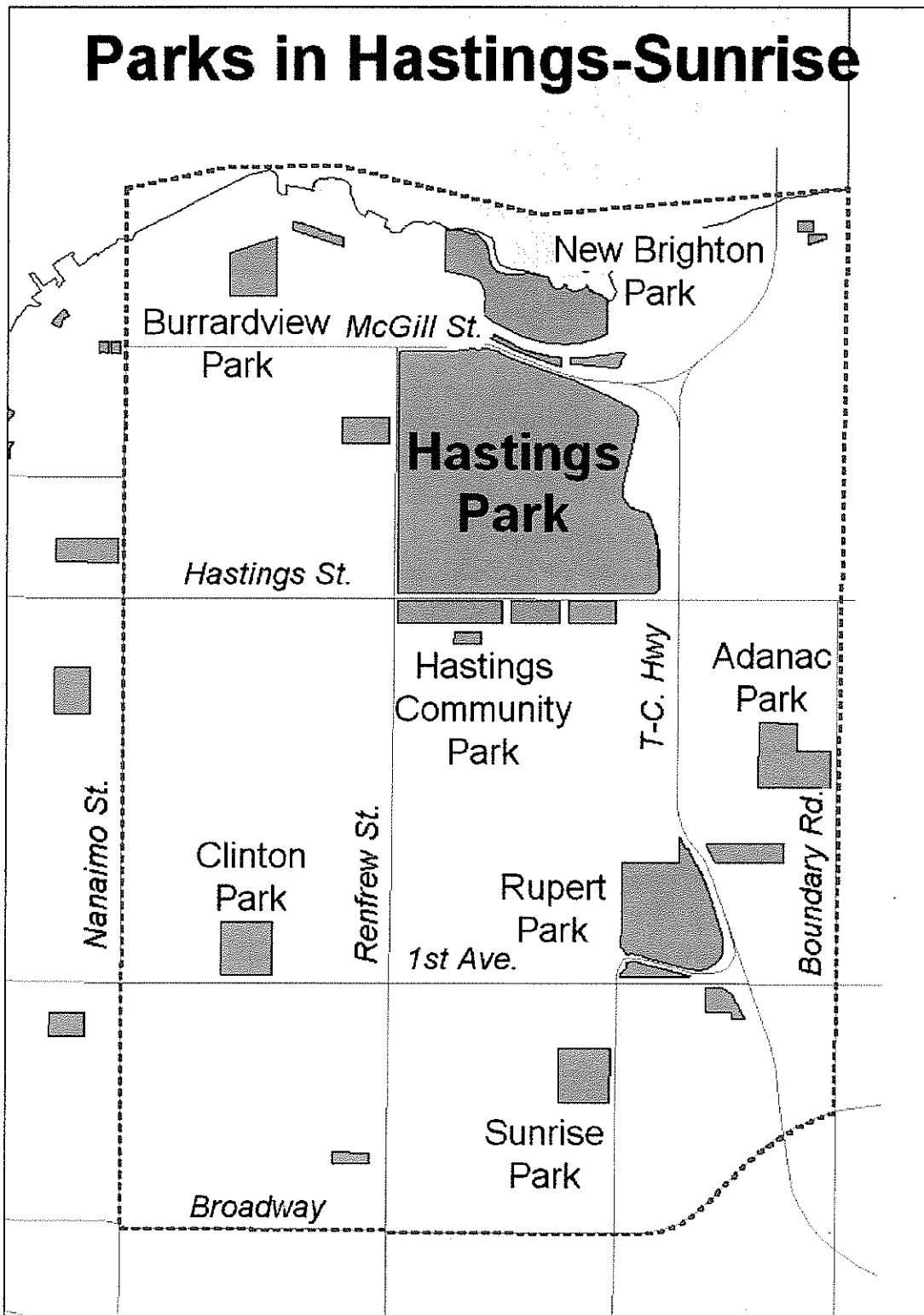
The proposed public consultation framework and process are designed to provide the opportunity to generate and evaluate a broad range of ideas from both local and City-wide perspectives for "A New Future for the PNE in Hastings Park". It will also begin the process to resolve the uncertainty that has surrounded the Hastings Park Restoration Plan and the future of the PNE and enable residents and employees alike to actively and creatively participate in developing the future vision for one of Vancouver's most important public places.

* * * * *

Hastings Park in 2004

- | | |
|--------------------|----------------------------|
| 1. Horse Racetrack | 6. New Brighton Park |
| 2. PNE | 7. Dusty Greenwell Park |
| 3. Italian Garden | 8. Callister Park |
| 4. Sanctuary | 9. Hastings Community Park |
| 5. Empire Fields | 10. E-Comm |





Principles for Park Restoration

Park Restoration

- That the spirit and intent of the 1889 Trust (“maintained and preserved for the use, recreation and enjoyment of the public”) continue to guide City and Park Board actions regarding Hastings Park.
- That Hastings Park be restored in a timely way (considering budgets, construction requirements and phase out of existing commitments) to dominant park use with abundant green space and trees, based on the Hastings Park Restoration Plan approved by the Board and Council in 1997.
- That a cooperative management arrangement be put in place for Hastings Park with the intent to ultimately vest restored park land to the “care and custody” of the Park Board.

PNE and Playland

- That the PNE’s annual fair as an institution in British Columbia is supported.
- That the PNE and Playland are expected to relocate to a new and better suited site as soon as possible, but this should have careful regard to jobs and funding support.
- That the PNE and Playland tenure be reshaped with the intent that they be permitted to remain for the annual fair and the summer months for the amusement park until they have relocated or until such time that their activities are no longer compatible with the restoration of the park.
- That, as long as the PNE and Playland are at Hastings Park, they are expected to evolve in character to continue to be compatible and to accommodate the unfolding progress of the Hastings Park Restoration Plan.

Racetrack

- That the racetrack be permitted to stay on a longer-term basis, and that the operators be required to make reasonable improvements to the facilities and their neighbourliness, and move toward implementing the park connection to New Brighton Park as shown in the Hastings Park Restoration Plan.

Buildings

- That other buildings identified to stay and be further used or reused are the Coliseum, the Agrodome, the Garden Auditorium, the Forum and Rollerland.

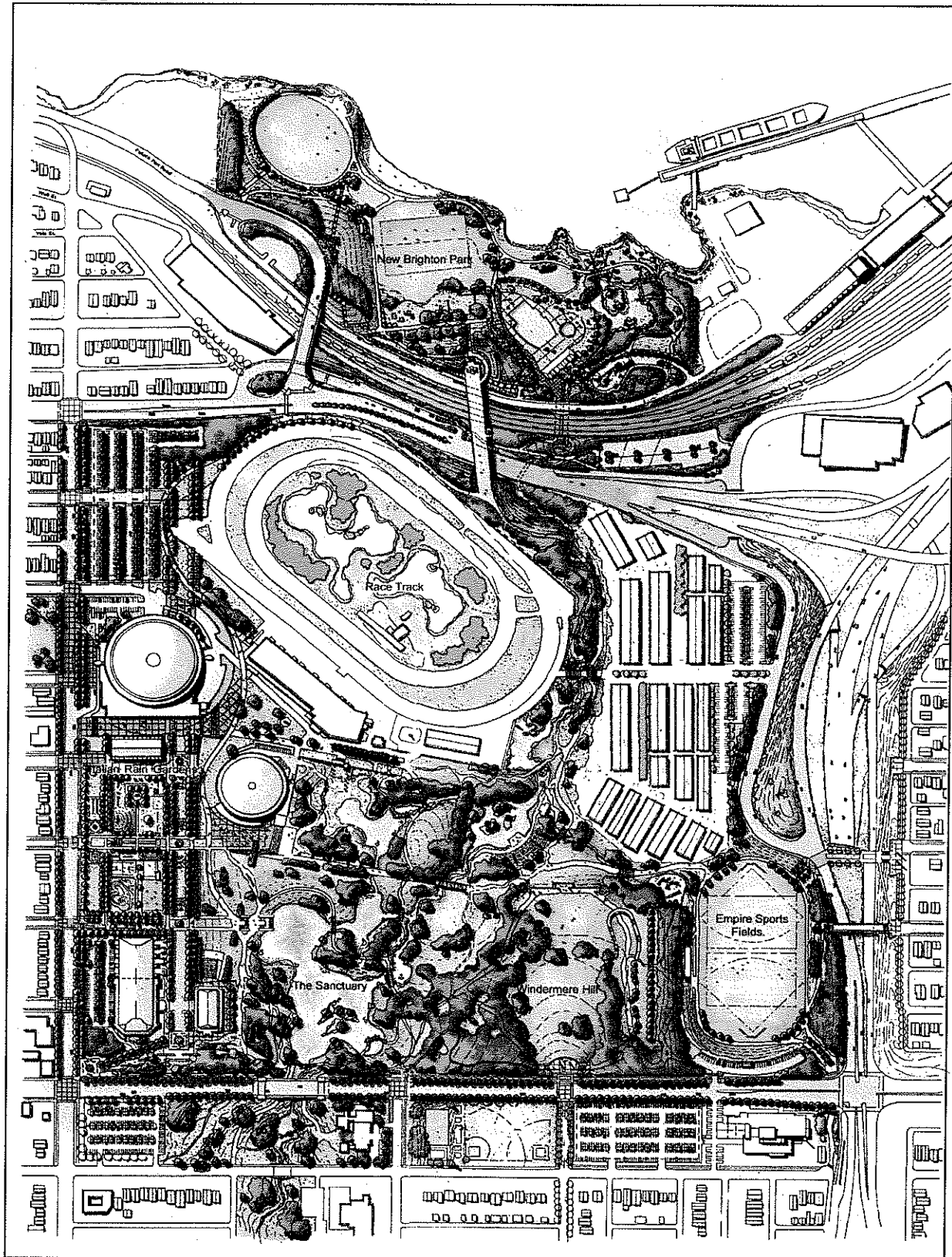
Parking

- That parking be provided as defined in the Hastings Park Restoration Plan, with negative impacts on park space to be minimized.

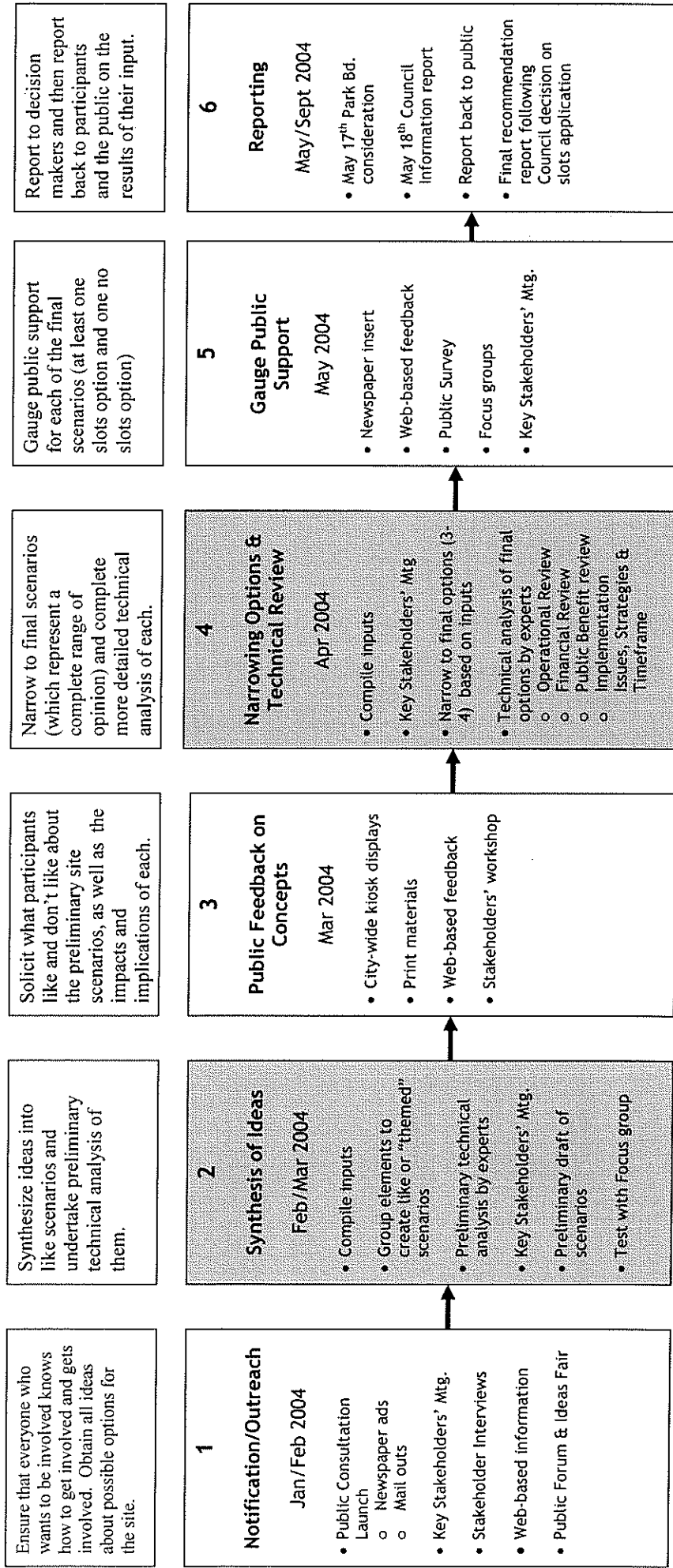
Employment

- That it be acknowledged that jobs at Hastings Park will change, that the park restoration program and the evolution of the PNE should be sensitive to the impacts on jobs, and that arrangements to accommodate employment transition be implemented.

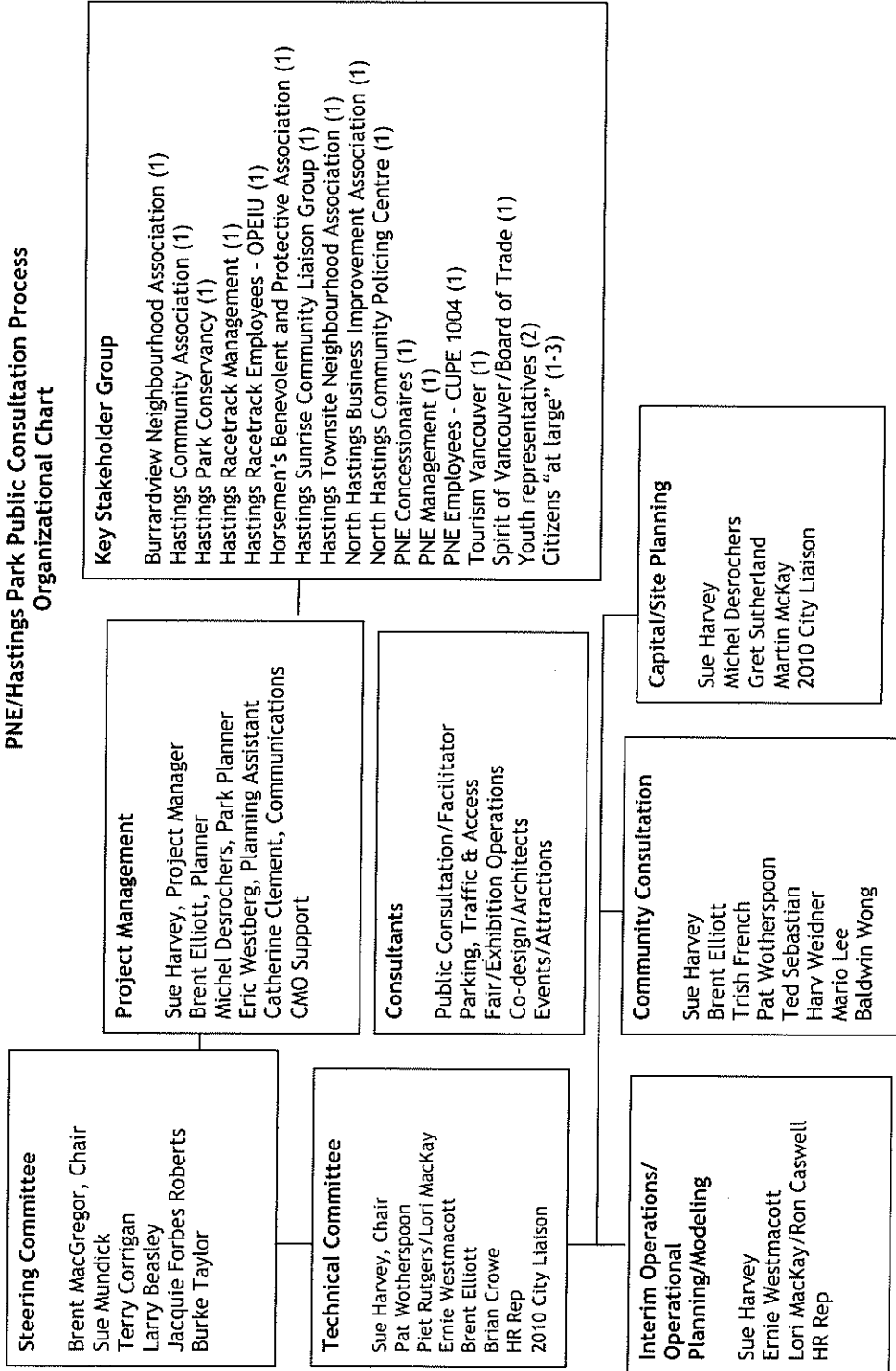
Hastings Park Restoration Plan, 1997



New Future for PNE in Hastings Park Summary of Project Schedule



**PNE/Hastings Park Public Consultation Process
Organizational Chart**



PNE IN HASTINGS PARK BUDGET

PUBLIC CONSULTATION PROCESS

CONSULTANTS' FEES & STAFF SALARIES

Public Consultation Consultant/Facilitator

Public Forum Panellists

Staff Salaries, benefits, overhead & overtime

NOTIFICATION/PROMOTIONAL ACTIVITIES

Printed Materials

IT/Website

Advertising

IDEAS FAIR

Venue

Printed Materials

Co-design Group

Translations & Interpreters

Food & Beverage

FEEDBACK

Random Survey & Focus Groups

Newspaper insert

Kiosks & Venues

Printed Materials

Advertising

IT/Website

PUBLIC CONSULTATION PROCESS SUBTOTAL

\$232,000

TECHNICAL ANALYSIS REVIEW

Fair/Exhibition/Events Consultants

Traffic, Parking, Access Consultant

Site Planning Consultant

Adaptive Re-use/ Facilities Consultant

Economic & Employment Impact Consultants

Staff Salaries, benefits, overhead & overtime

\$208,000

IMPLEMENTATION PLAN

Not included in budget

NA

TRANSITION COSTS

\$75,000

TOTAL

March 25, 2003 Council approved budget

\$515,000

BALANCE

\$300,000

Recommendation B

\$215,000