



CITY OF VANCOUVER

POLICY REPORT  
URBAN STRUCTURE

Report Date: September 20, 2005  
Author: Trish French/Kevin McNaney  
Phone No.: 604.873.7041/  
604.871.6851  
RTS No.: 05488  
CC File No.: 8109  
Meeting Date: October 20, 2005

TO: Standing Committee on Planning and Environment

FROM: Director of Current Planning

SUBJECT: Whitecaps Stadium Initial Review (601 Canada Place): Cost Recovery Program

**RECOMMENDATION**

A. THAT City Council endorse undertaking a high-level Initial Review of the Whitecaps proposal to locate a stadium over the CP rail tracks, east of Granville Square, generally in accordance with the Whitecaps Stadium - Initial Review Terms of Reference in Appendix A;

B. THAT a cost-recovered budget of \$164,750 contained in Appendix B be approved to undertake this work; and

FURTHER THAT, consistent with City cost recovery policy, Council accept a contribution from the Whitecaps organization to fully cover these costs and to be paid at the outset of the Initial Review, regardless of the findings;

C. THAT Council endorse engaging a consultant team to undertake a portion of the Initial Review, generally in accordance with the Consultant Terms of Reference in Appendix C, up to a maximum cost of \$100,000 with the source being the cost recovery funds described in Recommendation B, subject to staff reporting back for Council's endorsement of the consultant selection.

**GENERAL MANAGER'S COMMENTS**

The General Manager of Community Services RECOMMENDS approval of A to C above.

## COUNCIL POLICY

Central Waterfront Official Development Plan (adopted June 19, 1979)

## PURPOSE AND SUMMARY

The Whitecaps organization is proposing to locate a new 15,000 seat (potential future expansion to 30,000 seats) soccer stadium on a site over the CP rail tracks east of Granville Square. Staff recommend this proposal be subject to a high-level Initial Review to determine whether it has a reasonable chance of being successful in meeting City planning objectives and of having sufficient public support. The Review would be undertaken partly by City staff, and partly by an external consultant team. Staff seek Council's endorsement of

- the Terms of Reference for the overall Initial Review (Recommendation A; Appendix A);
- the Review to be cost recovered from the proponent (Recommendation B; Appendix B); and
- the Terms of Reference for a Consultant to undertake part of the Review (Recommendation C; Appendix C)

After the Initial Review is complete, anticipated to be approximately the end of April 2006, staff will report to City Council for a decision on whether to proceed further with the planning for the project. If so, the proposal would be folded into the anticipated Waterfront Lands/Hub Structure Plan Study (to be reported to Council in the near future), followed by an Official Development Plan process and/or Rezoning process, as normal for such a major project.

## BACKGROUND

The Whitecaps organization is proposing to locate a new soccer stadium on a site over the CPR rail yard between Granville Square and the foot of Cambie Street. They propose a facility with 15,000 seats initially, expandable to 30,000 at a later date. The facility would be the site of Whitecaps Soccer games, as well as other sports events and concerts.

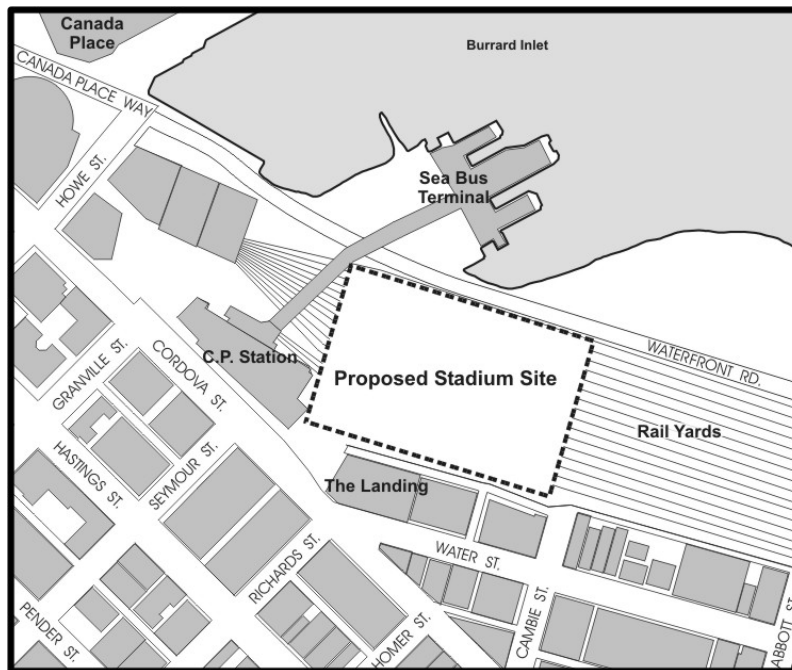


Figure 1: Location of proposed Whitecaps Stadium

The Central Waterfront Official Development Plan was adopted in 1979 with the key objectives of making the area more accessible and enjoyable to the people of Vancouver while maintaining a viable port function and ensuring that the area is compatible with adjacent Downtown and Gastown. While in this sub-area the ODP called for the introduction of urban uses such as commercial, recreational and light industrial in the Central Waterfront providing they coexist with rail functions, it did not contemplate the development of a unique type of facility like a stadium.

## DISCUSSION

### 1.0 Initial Review Proposal

Because of the unusual and challenging nature of a soccer stadium in this location, City staff are recommending an initial, high-level review of the proposal to determine whether it has a reasonable chance of being successful in meeting City planning objectives for the area; and of having sufficient public support.

The purpose of the Initial Review will be to assess the Whitecaps proposal and advise Council:

- whether it is, or could reasonably be revised to be, compatible with City objectives related to land use, form and character, transportation, economic impacts, environmental sustainability, etc;
- whether it has, or could have, reasonable public support within nearby areas, with key stakeholders; and
- if appropriate, the conditions and steps under which the project could proceed further.

This is intended to be a fairly fast, high-level review. It is expected that the outcomes will be in the nature of informed, and often qualitative, judgements rather than definitive answers.

The Review comprises two main components. The first is a Policy and Technical Assessment that will address questions related to the following topics:

- A. Uses
- B. Form, character and livability
- C. Transportation, parking, accessibility and linkages
- D. Emergency services, security and utilities
- E. Economic impacts
- F. Environmental sustainability
- G. Public benefits

The second component is Public Consultation and Media Relations. The intention of the public consultation will be to inform affected residents and businesses about the proposal, and to identify the issues and opportunities they perceive. It is not intended that this consultation will resolve issues, but that it will take a measure of their intensity and complexity.

The media relations component will be intended simply to provide accurate information about the Review process and content, separate and distinct from the public relations efforts that the Whitecaps organization may be undertaking for the purposes of promoting the soccer club activities and the stadium proposal.

The Review will be undertaken partly by City staff and partly by an outside consultant team.

After the Initial Review is complete, staff will report to City Council who will decide whether to proceed further with the planning for the project. If so, the proposal would be folded into the anticipated Waterfront Lands/Hub Structure Plan Study (to be reported to Council in the near future), followed by an Official Development Plan process and/or Rezoning process, as normal for such a major project.

## 2.0 Staffing, Consultants, and Other Resources

The proponent will be providing the information about the proposal needed to make the assessments. They will also be providing suitable display materials for meetings and open houses.

It is proposed that a consultant team undertake the review of topics A and B, as well as public consultation and media relations. Existing staff in Engineering and other departments will be able to undertake the assessment related to topics C and D above. However, at this time planning staff are not available to undertake assessments related to topics F to G, as well as to manage the day-to-day coordination of the Review.

It is therefore proposed that a substantial portion of the work be undertaken on a cost-recovery basis, and the proponent has agreed to this. Recommendation B is that Council endorse this approach.

The total additional funding needed will be \$164,750. (Refer to Appendix B) The funds will cover:

- extension of existing temporary Planner II position for six months
- a consultant team to undertake the assessment related to topics A and B above, as well as the public consultation and media relations component
- various expenses

The Initial Review will be under the overall management of the Director of Current Planning, in consultation with the General Manager of Engineering Services.

A staff Technical Committee will be formed, comprised of staff undertaking portions of the Policy and Technical Assessment. The Consultant Team will participate as members of the Technical Committee.

### 3.0 Consultant Terms of Reference

Recommendation C is that Council endorse the Consultant Terms of Reference in Appendix C, at a total cost of \$100,000 to come from the cost-recovery funding. Staff will be seeking the services of an accomplished planning consultant, familiar with the City's policies, as well as an experienced public consultation consultant. Staff will report back to Council for approval of the consultant selection, as required by City policy.

### 4.0 Timing

It is anticipated that the Review itself will take about 4 months. It should be possible to report out to Council by approximately the end of April 2006, including lead-up time for consultant hiring and start-up, as well as time at the end for reporting out. This schedule assumes timely submission of funding and proposal information, success in hiring appropriate consultants, and continuing availability of the appropriate City staff.

## FINANCIAL IMPLICATIONS

As noted above, full cost-recovery is proposed. The funds will be used for temporary staff or consultancies (plus necessary support) to complete the necessary Initial Review in a timely manner. The total cost of \$164,750 will be paid fully by Whitecaps organisation at the outset of the Initial Review, regardless of the outcome of the study. There are no financial implications.

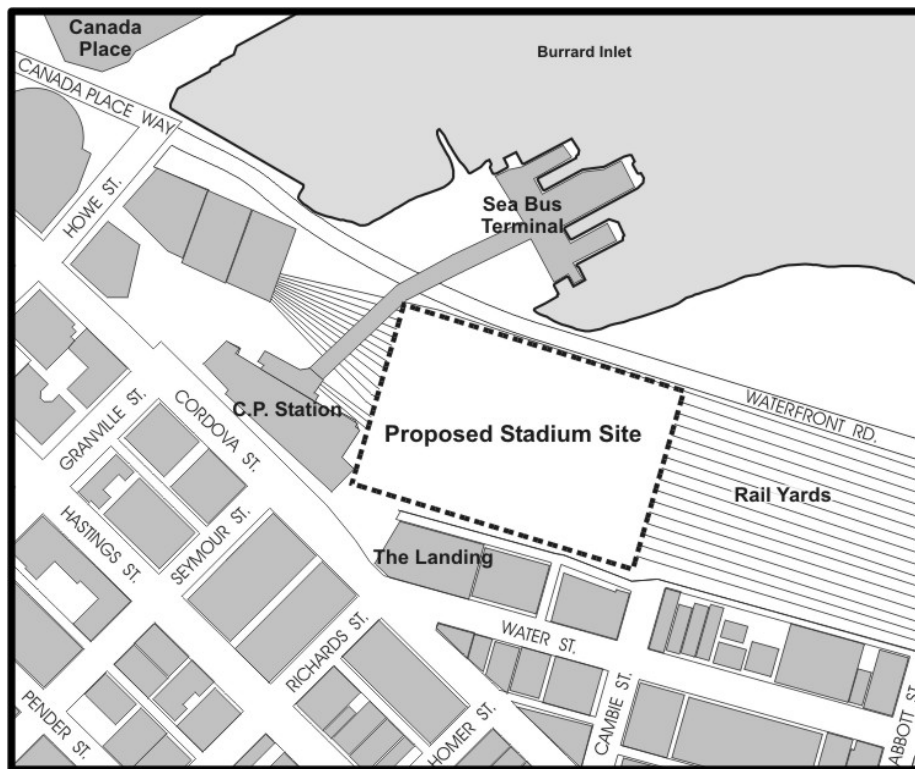
## CONCLUSION

In light of the complexity and uncertainty of the Whitecaps Stadium proposal on the future of the Central Waterfront, it is proposed that an Initial Review be undertaken on a cost-recovery basis to garner better information on public support and the impacts on urban form, transportation and City policy prior to Council consideration of any future rezoning.

\* \* \* \* \*

## WHITECAPS STADIUM - INITIAL REVIEW TERMS OF REFERENCE

### 1.0 BACKGROUND



The Whitecaps organization is proposing to locate a new soccer stadium on a site over the CPR rail yard between Granville Square and the foot of Cambie Street. They propose a facility with 15,000 seats initially, expandable to 30,000 at a later date. The facility would be the site of Whitecaps Soccer games, as well as other sports events and concerts.

Because of the unusual and challenging nature of such a facility in this location, the City has determined that an initial, high level review of the proposal is needed to determine whether it has a reasonable chance of being successful in meeting City planning objectives for the area; and of having sufficient public support.

The Review will be undertaken partly by City staff and partly by an outside consultant team.

After the Initial Review is complete, staff will report to City Council who will decide whether to proceed further with the planning for the project. If so, the proposal would be folded into the anticipated Waterfront Lands/Hub Structure Plan Study, followed by an Official Development Plan process and/or Rezoning process, as normal for such a major project.

## 2.0 PURPOSE

The purpose of the Initial Review will be to assess the initial Whitecaps proposal and advise Council:

- whether it is, or could reasonably be revised to be, compatible with City objectives related to land use, form and character, transportation, economic impacts, environmental sustainability, etc.
- whether it has, or could have, reasonable public support within nearby areas, with key stakeholders
- if appropriate, the conditions and steps under which the project could proceed further

This is intended to be a fairly fast, high level review. Given the purpose above, it is expected that the outcomes will be in the nature of informed, and often qualitative, judgements rather than definitive answers.

The Review comprises two main sections: Policy and Technical Assessment, and Public Consultation and Media Relations. The City will engage a consultant team to address topics A and B of the Policy and Technical Assessment, and undertake the Public Consultation and Media Relations. City staff will address topics C to F of the Policy and Technical Assessment.

## 3.0 POLICY AND TECHNICAL ASSESSMENT

The Policy and Technical Assessment will address the following questions, taking into account such adopted City policies and plans as are relevant (list of relevant policy documents to be supplied by City staff).

### A. Uses

A 1. Are the uses and activities consistent with existing and emerging policy for the site itself, as well as Gastown, the Port Lands, and other adjacent areas?

### B. Form, Character and Livability

B 1. Will the proposed development and its operations generally fit into the site taking into account the anticipated future road linkages over the tracks?

B 2. Could this type of built form make a positive contribution to the City's urban form?

B 3. Could the proposal be positive, or neutral, in its urban design relationship to neighbouring urban fabric, and in particular to heritage structures and areas?

B 4. Would the impacts on identified public views and open spaces be acceptable?

B 5. Would the shadowing impacts on public spaces and pedestrian routes be acceptable?

B 6. Would the impacts on private views and privacy of nearby residents and commercial tenants be reasonable?

B 7. Would the noise impacts on nearby residents and commercial tenants be reasonable?

### C. Transportation, Accessibility and Linkages

C 1. Is the proposed extent and pattern of the publicly-owned road network and other linkages appropriate, including provision for public pedestrian and cycle access through the site?

C 2. Will the traffic, pedestrian and transit demands be manageable with foreseeable adjacent road, sidewalk, and transit capacities? What infrastructure improvements will be

required and are they achievable? What will be the impacts on adjacent areas (minimum 4 block radius)?

C 4. Will parking, loading, bicycle and passenger spaces provisions be adequate?

C 5. Will arrangements for buses (transit and charter), Handidart, and other disability access be satisfactory?

C 6. Is the anticipated mode split consistent with the City's transportation objectives?

C 7. What will impacts be on the future transportation capacity available for CP Rail and Port of Vancouver (including future Central Waterfront Port Lands development)?

#### **D. Emergency Services, Security, Utilities**

D 1. Could the fire and emergency access needs be met?

D 2. Could dangerous goods movements be addressed?

D 3. What will be the implications for Port security?

D 4. What will be the implications for Olympics requirements, particularly for security?

D 5. How will the site be serviced with utilities?

#### **E. Economic Impact**

E 1. Is the proposal itself likely to be economically viable?

E 2. What is likely to be the economic impact on:

a. the City as a whole?

b. businesses in Gastown and other nearby areas?

c. existing competing venues such as BC Place, GM Place and civic theatres?

E 3. Are there likely to be significant the job creation opportunities for lower income residents of the Downtown Eastside area?

#### **F. Environmental Sustainability**

F 1. How will the stadium perform in terms of green building standards?

#### **G. Public Benefits**

G 1. What level of public benefits demands and contributions might be generated through this project?

### **4.0 PUBLIC CONSULTATION AND MEDIA RELATIONS**

This portion of the Review will be handled by a Consultant Team. The intention of the public consultation portion of the Initial Review will be to inform affected residents and businesses about the proposal, and to identify the issues and opportunities they perceive. It is not intended that this consultation will resolve issues, but that it will take a measure of their intensity and complexity.

The consultation is to include at least two public open houses, as well as meetings with local groups and major landowners. (There may be 20 - 30 interested groups and landowners, but some meetings may be able to be combined.)

The media relations component will be intended simply to provide accurate information about the Review process and content, separate and distinct from the public relations efforts that Whitecaps organization may be undertaking for the purposes of promoting the soccer club activities and the stadium proposal.



## 5.0 ASSUMPTIONS

### 5.1 Development Scenarios

The Review needs to look at both phases of the stadium, and also needs to account for the fact that development in surrounding areas will continue.

Three scenarios will be reviewed:

- A. a 15,000 seat stadium as at “opening day”. Given normal timelines on major projects, the earliest the stadium could open would be Fall 2009. This scenario will assume that RAV and VCEC are operating, other currently known downtown development projects are in place, and a reasonable amount of development has continued in Downtown peninsula under current zoning.
- B. a 15,000 seat stadium with maximum future development. This will assume the above, plus Granville Square 3 tower, and Downtown capacity built out.
- C. a 30,000 seat stadium with future development, with context as in B above.

The Central Waterfront Port Lands have development potential (Central Waterfront Port Lands Policy Statement 1994), but the range of development options is so wide that it is not practical to include development statistics for this site in the scenarios. However, the Review will assess whether or not the stadium development would pose significant problems for major development on the Central Waterfront Port Lands.

In addition, assumptions cannot be made about possible development over the CP rail yards east of the Stadium. The Review may inform judgement as to what may be possible there in the future.

### 5.2 “Design Events”

For the purposes of the transportation and linkages review, information on the following “design events” will be assessed by the proponent:

- A. 15,000 person event weekend daytime, weekend evening, and weekday evening
- B. 30,000 person event weekend daytime, weekend evening, and weekday evening
- C. Loading and servicing for the different types of events anticipated, since the demands vary.

### 5.3 Other Assumptions

- A. The stadium proposal will be designed so as not to use the Waterfront Port road for access.
- B. The capacity of the CP rail yard will not be diminished, although trackage may be realigned. While noting that the proponents will be responsible to coming to agreement with CP rail regarding realignment of rail tracks, the City is strongly concerned that the rail yard be able to handle the anticipated growth in goods movement through the Port of Vancouver, rather than seeing goods movement diverted to truck, which is much less environmentally sustainable.

C. In assessing the effects of the stadium proposal with respect to topics A and B, for comparison purposes, it will be assumed that some form of conventional development (i.e. office, residential) could occur over the tracks on this site.

## **6.0 WHITECAPS STADIUM PROPONENT ROLE**

### **6.1 Cost-Recovery**

The Proponent will cover costs of the Review that are beyond what can be accommodated in City staff's existing work programs and budgets, to the amount approved by City Council.

### **6.2 Information Materials**

The Stadium Proponent will provide information on the proposal prior to the beginning of the Review including:

- A. conceptual design drawings illustrating the proposal in its context, including plans, sections, axonometrics and perspectives showing building form, uses, roads and linkages, parking, servicing and access provisions etc.
- B. descriptive material regarding the proposal including floor area and parking statistics; details on anticipated types of uses, events and activities (including number of activity days/nights, attendance etc); anticipated noise levels and noise management; anticipated environmental sustainability (e.g. LEED level).
- C. transportation study that includes description pedestrian/crowd, vehicle, car, taxi, transit, parking, and servicing demands; how they are proposed to be met; and what increased infrastructure may be needed in and around the site.
- D. an economic statement describing how the proposal itself will be economically viable, and the anticipated benefits and costs to the range of affected areas and interests identified in Section 3 E above.

The Proponent will also provide additional information that may be requested by staff and the Consultant, as well as to create and supply display materials to be used in public consultation, as specified by the Consultant, at no cost.

### **6.3 Meetings**

The Proponent will attend meetings with the City, consultant team, and as part of the public consultation, as needed.

## **7.0 CONSULTANT ROLE**

The City will be seeking a consultant team to perform the Policy and Technical Assessment related to topics A and B in Section 3.0 above, and to undertake the Public Consultation and media relations work. (See Consultant Terms of Reference in Appendix C).

## **8.0 CITY ROLE**

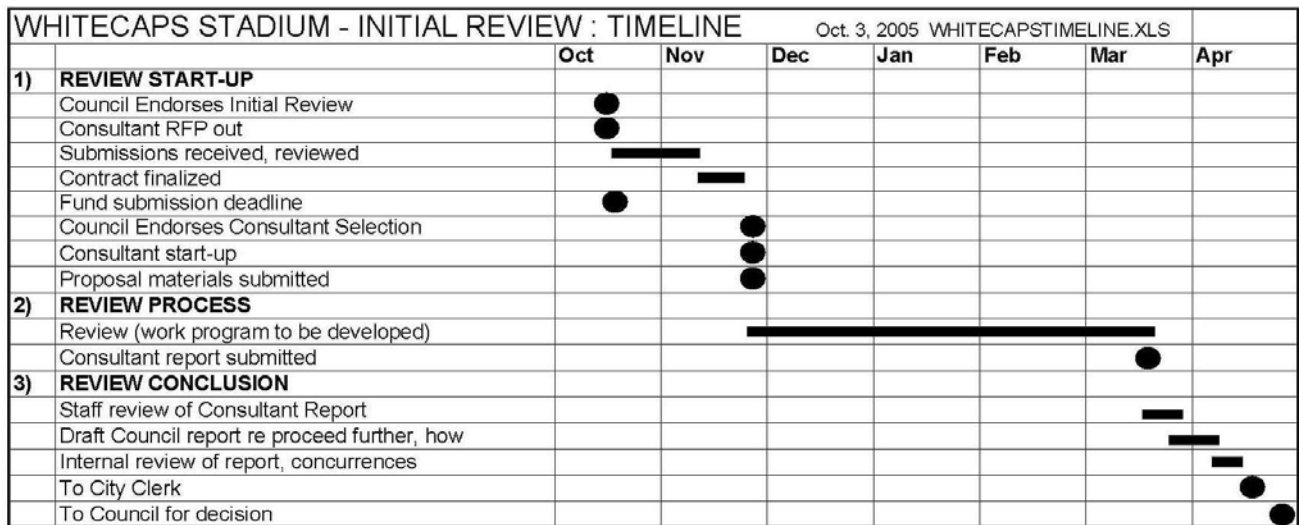
City staff will be responsible for the following aspects of the Review

- overall management of the Review process

- provision of the data on the anticipated development in the surrounding area for the scenarios described in Section 5.1 above.
- the Policy and Technical Assessment related to topics C to F in Section 3.0 above, including a list of key policy documents
- provision of some logistical support to the public consultation component (see separate Consultant Terms of Reference)
- reporting to City Council the results of the Review, and recommendations

A staff Technical Committee will be formed, comprised of staff undertaking portions of the Policy and Technical Assessment. The consultant team will participate as members of this Committee.

### 9.0 SCHEDULE



**WHITECAPS STADIUM - INITIAL REVIEW  
COST-RECOVERY BUDGET SUMMARY**

ITEM	COST
<b>Salaries &amp; Benefits</b>	
Planner 2 (six months)	39,750
<b>Consultant Team</b>	
Total Consultant Cost	100,000
<b>Process Costs</b>	
Advertising for public process	5,000
Mailings/distribution	5,000
<b>Contingency</b>	15,000
<b>GRAND TOTAL</b>	<b>\$164,750</b>

## WHITECAPS STADIUM - INITIAL REVIEW CONSULTANT TERMS OF REFERENCE

### 1.0 INTRODUCTION AND PURPOSE

The Consultant Team is to perform a portion of the Whitecaps Stadium - Initial Review:

- 1) The Policy and Technical review related to topics A and B (Uses; Form, Character and Livability as described in the separate Whitecaps Stadium Initial Review-Terms of Reference). The intent is to determine, at a high level, whether the proposal is, or could reasonably be revised to be, compatible with City objectives
- 2) The Public Consultation and Media Relations related to the whole Initial Review.

The Public Consultation is intended to provide information and document the responses and concerns of the various stakeholders in nearby areas, not to resolve issues or negotiate agreement.

City staff will be responsible for the Policy and Technical Assessment related to topics C to F, for overall coordination of the entire Review, and for eventual reporting to City Council.

The Proponent will be responsible for providing information materials on the project; for creating and supplying display materials; and for attending meetings as needed.

(Refer to full Whitecap Stadium - Initial Review Terms of Reference for more detailed information on the overall Initial Review topics and responsibilities.)

### 2.0 CONSULTANT TEAM SERVICES

The Consultant Team will be expected to do the following:

- a. In consultation with City staff, prepare a work plan.
- b. Attend meetings with City staff and proponents as needed.
- c. Policy and Technical Assessment (related to A Uses and B Form, Character and Livability)
  - Review relevant City policies, and select and articulate the key policies relevant to this portion of the Assessment
  - Review the proponent's submission and identify additional information needed
  - Conduct the Assessment of the proposal
  - Prepare a Report conveying the findings of the Policy and Technical Assessment with respect to topics A and B.
- d. Public Consultation and Media Relations
  - Plan and conduct the public consultation for the overall Review (all topics). The consultation is to include at least two public open houses, as well as meetings with local

groups and major landowners. (There may be 20 - 30 interested groups and landowners, but some meetings may be able to be combined.)

- Prepare a Report conveying the findings of the Public Consultation
- Manage public questions and media relations concerning the overall Initial Review.

### 3.0 PRODUCTS

The Consultant Team reports will be provided in electronic form, using data and illustrations as appropriate. Three hard copies are also to be provided.

### 4.0 CITY ROLE

City staff will be conducting other portions of the Policy and Technical Review as noted in the separate Whitecaps Stadium - Initial Review Terms of Reference.

Staff liaison will be (TBD), who will be responsible for the administration of the contract. A staff Technical Committee will be formed, comprised of staff undertaking portions of the Policy and Technical Assessment.

City staff may attend public consultation meetings and events to provide information and background, but will not be responsible for organizing or hosting.

The City will also provide:

- a. For meetings with staff and/or the proponents at City Hall campus: organizational assistance, venues, and refreshments
- b. A project location on the City's website, and routine posting of relevant materials to that site
- c. Mailing lists of property owners, community groups etc to the extent these are already available on City data bases (subject to privacy limitations)

The City will purchase and pay for the following directly from the suppliers:

- a. advertising
- b. routine printing and mailings

### 5.0 SCHEDULE

The Review should be completed and the draft Report submitted within 4 months of the Consultant Start-up.

### 6.0 FEES AND PAYMENT

The fee for all the work will be \$100,000, including GST and disbursements. Payment will be monthly, or at other intervals at the discretion of the consultant, upon receipt of invoices indicating tasks undertaken, hours, and charges.

Payment is subject to the Director of Current Planning's (or his designate's) satisfaction with the work.