



**CITY OF VANCOUVER**

**POLICY REPORT**  
**DEVELOPMENT AND BUILDING**

Date: October 4, 2005  
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CC File No.: 5303/5306  
Meeting Date: October 18, 2005

TO: Vancouver City Council

FROM: Director of Current Planning in consultation with the General Manager of Parks and Recreation

SUBJECT: CD-1 Rezoning – Hillcrest Park and Nat Bailey Stadium Park

**RECOMMENDATION**

- A. THAT the Director of Current Planning be instructed to make application to rezone Hillcrest Park, 4501 Clancy Loranger Way (Block 805, District Lot 526, Plan 19344) and Nat Bailey Stadium Park, 4601 Ontario Street (Block 806, District Lot 526, Plan 19380) from RS-1 to CD-1 to permit the implementation of the Riley-Hillcrest-Nat Bailey Stadium Park Master Plan, and that the application be referred to Public Hearing, together with draft CD-1 By-law provisions, generally as presented in Appendix A; and

FURTHER THAT the Director of Legal Services be instructed to prepare the necessary by-law generally in accordance with Appendix A for consideration at the Public Hearing.

- B. THAT, subject to approval of the rezoning at a Public Hearing, the Subdivision By-law, the Sign By-law and the Noise Control By-law be amended as set out in Appendix B; and

FURTHER THAT the Director of Legal Services be instructed to bring forward the consequential amendments to the Subdivision By-law and the Sign By-law at the time of enactment of the zoning by-law and to the Noise Control By-law thereafter.

**GENERAL MANAGER'S COMMENTS**

The General Manager of Community Services RECOMMENDS approval of A and B.

**COUNCIL POLICY**

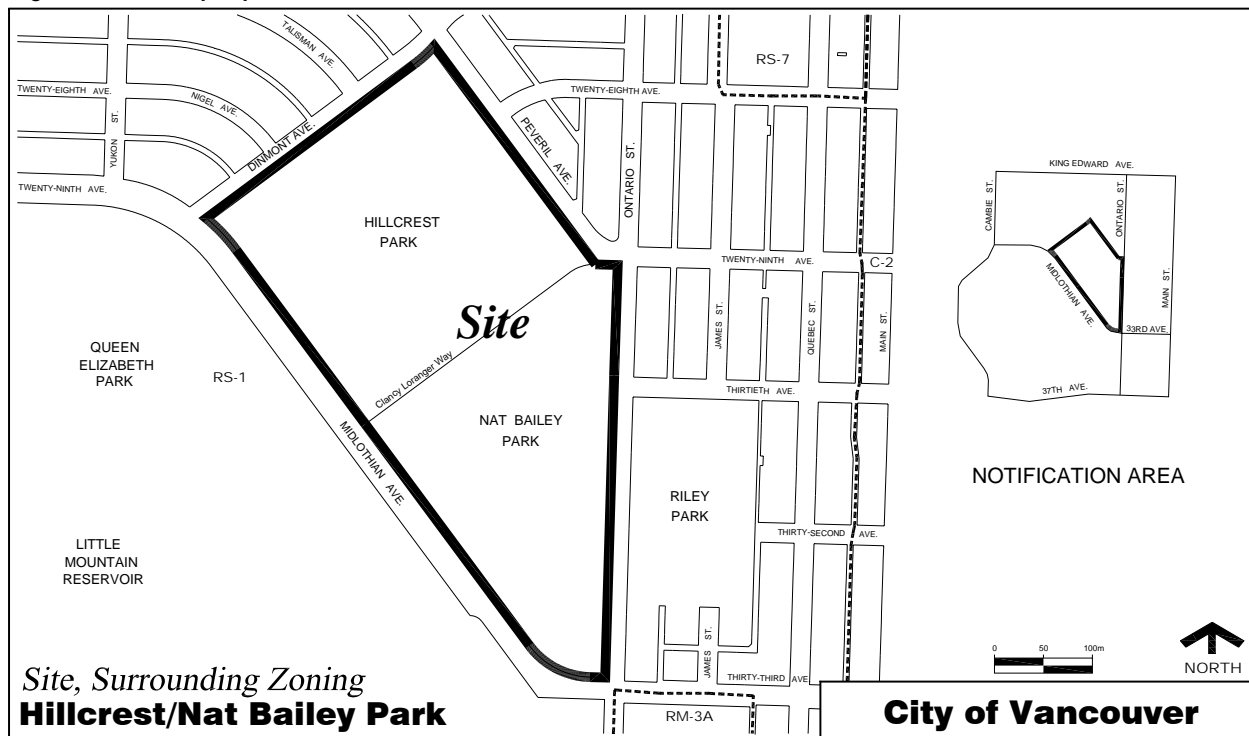
Relevant Council policies for this site include:

- On March 26, 2002, Council endorsed the 2010 Olympic venues proposed for the City of Vancouver and subsequently authorized the City to enter into the "Hillcrest Curling and Community Centre Venue Agreement" with the Vancouver-Whistler 2010 Bid Corporation. This agreement set the process by which an Olympic-level curling venue would be constructed in Hillcrest Park for the 2010 Winter Games and then converted afterward for community recreational and cultural use.
- CityPlan Rezoning Policy - before and during Neighbourhood Visioning (adopted January 16, 1996) allows applications to be made for projects focussing on expansion of public cultural and recreational uses.

**PURPOSE AND SUMMARY**

This report informs Council of the status of the Hillcrest Curling and Community Centre Venue implementation process and requests that the site of the venue (shown below) be rezoned from RS-1 (Residential Single-Family) to CD-1 (Comprehensive Development) to enable the process to proceed to the next stage.

Figure 1 – Site proposed to be rezoned from RS-1 to CD-1



## DISCUSSION

**Riley-Hillcrest-Nat Bailey Stadium Park Master Plan** – After the 2010 Winter Olympics were awarded to Vancouver-Whistler in July 2003, the Park Board began a revision process for the 2000 Riley-Hillcrest-Nat Bailey Stadium Park Master Plan to include the Olympic Curling Facility. Council had endorsed Hillcrest Park as the location for this venue in March 2002. Also in 2002, the Park Board determined through its Aquatic Services Review that Percy Norman Pool would be replaced by a new City-wide facility.

The Park Board engaged the community in the revision process beginning in February 2004 and, on October 3, 2005, the Board voted to approve a revised plan, shown in Appendix D. The Park Master Plan calls for replacement of the Riley Park community centre, rink and pool with new facilities in Hillcrest Park. The Curling Facility – or Legacy Building – would be converted to these and other community uses after it has served its function for the Olympic Games. Once the new community centre and pool are installed in Hillcrest Park, the plan calls for Riley Park to be redeveloped as a local neighbourhood park under RS-1 zoning.

Now that the Park Master Plan has been approved, the next stage for the Park Board and the Organizing Committee (VANOC) is to complete the detailed architectural work and seek development approval. Because timing is critical to the implementation process, Planning staff are recommending that the approval process have two stages:

1. **land use approval** – by way of rezoning the site to CD-1 designation, and
2. **development approval** – by way of approval of a form of development through a development application process.

Both stages would require approvals by Council. This process is recommended because it allows the development application to be made under the new zoning, while it puts off the review of a form of development until after the rezoning is approved. This will give time to address more detailed concerns raised during the Master Plan process, such as those outlined by the Park Board in its resolution of October 3rd (see Appendix E). The Park Board and VANOC are currently in the process of hiring the architectural consultants who will resume the Master Plan work and prepare the form of development for the site.

**Proposed Rezoning to CD-1** – Staff recommend CD-1 designation for the site primarily because it will allow “Rink” use and “Swimming Pool” use to be included in the by-law, enabling approval of the proposed Curling Facility and the Aquatics Centre as principal uses. These uses are not listed in the RS-1 Schedule.

**Land Uses** – The draft CD-1 By-law (Appendix A) retains six uses listed in the RS-1 Schedule and adds a number of other uses which are included in the Park Master Plan.

### Retained RS-1 Uses

- Community Centre
- Library
- Park or Playground
- Stadium or Arena
- Child Day Care Facility
- Public Utility

### Added Uses

- Rink
- Swimming Pool
- Club
- Fitness Centre
- Restaurant
- Radiocommunication Station

The retained uses cover existing facilities like Nat Bailey Stadium. They also cover proposed facilities including the community centre and library that are part of the Legacy Building. "Rink" use has been added to permit the curling and skating rinks in the Olympic and Legacy phases of the plan, and "Swimming Pool" use is added to cover the proposed Aquatics Facility. "Club" and "Fitness Centre" uses are for the sports clubs that use the park, like the Vancouver Racquets Club which is non-conforming under RS-1. "Restaurant" has been added to cover the food services provided in the various venues. The utility and communication uses are proposed to enable public utility and telecommunication facilities to locate on the site. Also retained is an "Accessory Use" provision which would allow uses that are customarily ancillary to the principal uses. This covers fieldhouses, concessions, offices, storage, etc.

**Regulations and Form of Development** – Apart from the above land uses, staff propose that the CD-1 By-law have no other regulations. The detailed design for the buildings has yet to be undertaken, so questions about height, floor area, massing and setbacks cannot be definitively answered at this time. The approved Park Master Plan (Appendix D) does provide a concept for the three parks and general location for the proposed facilities, however the plan does not provide enough detailed information to serve as a preliminary form of development. There are also remaining concerns about the details of the building orientation, parking locations and access that can only be addressed once the next phase of work is underway.

It is a requirement for CD-1 applications that a form of development be approved by Council. For Hillcrest Park, staff propose that the form of development be approved as part of the development application process. Only the schedule of land uses would be approved at the Public Hearing.

This will allow the project to move directly into the development review process under the new zoning. It will include public consultation and review by the City's development planners and other staff, and by advisory groups including the Urban Design Panel. Once the application is approved by the Development Permit Board, a form of development would be brought forward for Council's consideration.

**Parking** – Parking is a significant issue for this project, but as with the other regulations, staff propose that parking requirements not be included in the CD-1 By-law. Instead, they would be reviewed as part of the development application process. The requirements would then be made a condition of the development permit and could be reviewed by Council as part of the form of development approval, or earlier if necessary.

**Public Benefits** – The City's Community Amenity Contribution (CAC) policies state that City-related community facilities are exempt from CACs, therefore no CAC is recommended for this rezoning. Nonetheless, the array of public facilities proposed for this park will provide considerable benefit to the citizens of Vancouver and the Legacy Building, in particular, represents an additional benefit accrued to the City by virtue of its role as host of the 2010 Winter Olympics.

**Public Consultation** – Since February 2004, Park Board staff have hosted three open houses to allow the local community to view various options for the Riley-Hillcrest-Nat Bailey Stadium Park Master Plan. They have also consulted with various stakeholder groups in numerous meetings. A summary of the review process and its results is in Appendix E. Should

a Public Hearing be scheduled for this rezoning, notification would be sent to property owners in the area shown in Figure 1 and to the stakeholder groups. The public would be further consulted in 2006 once a development application has been received for the proposed facilities and more details about the form of development are available.

**Timing** – Should the rezoning be referred to Public Hearing, it would be scheduled for December or January. The permit application process would follow and a form of development brought forward for Council's consideration later in 2006. The Park Board and VANOC expect to start construction in early 2007, with a goal of having the Curling Facility ready for October 2008 so that the venue can be tested prior to the Olympics by staging a major competition in 2009.

## FINANCIAL IMPLICATIONS

There are no financial implications to this report's recommendations with respect to City budget, fees or staffing.

## CONCLUSION

Planning staff conclude that rezoning Hillcrest Park from RS-1 to CD-1 is an appropriate step to take at this time to enable the approval processes for the Olympic Curling/Legacy Facility and the new Aquatics Centre to proceed. A CD-1 By-law which only establishes land uses for the site is recommended for now, recognizing that Council would be asked to approve a form of development once a more detailed review of the building proposal has been undertaken as part of the development application process. Staff recommend that the Director of Current Planning be instructed to make the rezoning application and that it be referred to a Public Hearing.

\* \* \* \* \*

## DRAFT CD-1 BY-LAW PROVISIONS

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

### Uses

- Community Centre
- Library
- Park or Playground
- Stadium or Arena
- Child Day Care Facility
- Rink
- Swimming Pool
- Club
- Fitness Centre
- Restaurant
- Utility and Communication Uses, limited to Public Utility and Radiocommunication Station
- Accessory Uses customarily ancillary to the above uses

**DRAFT AMENDMENTS TO THE SUBDIVISION BY-LAW NO. 5208**

Amend Schedule A by removing 4501 Clancy Loranger Way (Hillcrest Park) and 4601 Ontario Street (Nat Bailey Stadium Park) from the RS-1 Subdivision Sectional Maps attached to the Schedule.

**DRAFT AMENDMENTS TO THE SIGN BY-LAW NO. 6510**

Amend Schedule E (Comprehensive Development Areas) by adding the following:

"Hillcrest Park [CD-1 #] [By-law #] B (C-1)"

**DRAFT AMENDMENTS TO THE NOISE CONTROL BY-LAW NO. 6555**

Amend Schedule B (Intermediate Zone) by adding the following:

"[CD-1 #] [By-law #] Hillcrest Park "

## ADDITIONAL INFORMATION

**Site, Surrounding Zoning and Development** – Hillcrest Park and Nat Bailey Stadium Park are two adjoining parks separated by Clancy Loranger Way, an undedicated street which runs perpendicular to Midlothian Avenue. The parks are bounded by Ontario Street, Midlothian Avenue, Dinmont Avenue and Peveril Avenue. Hillcrest Park is 7.51 hectares (18.6 acres) and Nat Bailey Stadium Park is 6.21 hectares (15.3 acres) for a combined total of 13.72 hectares (33.9 acres).

Across Ontario Street to the east is Riley Park at 2.70 hectares (6.7 acres) and across Midlothian Avenue to the west is Queen Elizabeth Park at 52 hectares (130 acres). The rest of the surroundings are one-family dwellings under RS-1 zoning, except for a large townhouse development south of West 33rd Avenue which is zoned RM-3A. General Wolfe Elementary School is located a half-block to the north.

Hillcrest Park is located midway between Main Street and Cambie Street. From the new community centre and pool, it would be about 400 metres or 10 minutes walk to the closest existing bus stop at Main and 30th. The closest RAV station would be at King Edward Avenue and Cambie Street. Translink advises that a new bus route is planned for along Midlothian Avenue which would provide a connection to the station.

The nearest north-south bikeway (and greenway) is on Ontario Street, immediately adjacent to the site. The nearest east-west bikeway (and greenway) is on 37th Avenue, 0.8 km to the south. In addition, bike lanes are planned for Midlothian Avenue.

**History** – Riley Park, Hillcrest Park and Little Mountain Park were all acquired as dedicated park land by the Vancouver Park Board in 1929 when South Vancouver and Point Grey were annexed to the City of Vancouver. These lands were formerly owned by the Canadian Pacific Railway and had been used for recreational purposes by surrounding populations, as well as for quarries and water reservoirs. Little Mountain was renamed Queen Elizabeth Park in 1939 in honour of Queen Elizabeth and King George's visit to the city.

The stadium was built by the City in 1951 and was initially called Capilano Stadium. It replaced a stadium that burned down at Hemlock and 5th Avenue. The land it sits on was not dedicated as park until 1971. Both Nat Bailey and Hillcrest were used for baseball and other sports since before 1951. The Vancouver Curling Club was added to Hillcrest Park in 1949 on the corner of Dinmont and Midlothian. The Vancouver Racquets Club was added south of Nat Bailey Stadium in 1969, at the corner of Ontario and Midlothian. Two fieldhouses were also added for sports leagues, including the Little Mountain Little League Clubhouse. This league has been using Hillcrest Park since 1951. The Millennium Sports Facility was recently completed at Midlothian and Clancy Loranger Way. It houses the Pacific Indoor Lawn Bowling Club and the Phoenix Gymnastics Club.

Percy Norman Pool was built in Riley Park in 1960 and the community centre followed in 1964 along with the ice rink. The Riley-Hillcrest-Nat Bailey Stadium Master Plan calls for the replacement of these facilities in Hillcrest-Nat Bailey Park, along with a new community library. Riley Park's existing buildings are to be removed and the site redeveloped as a neighbourhood park.



RILEY-HILLCREST-NAT BAILEY STADIUM PARK MASTER PLAN



**Riley Hillcrest Park Masterplan**

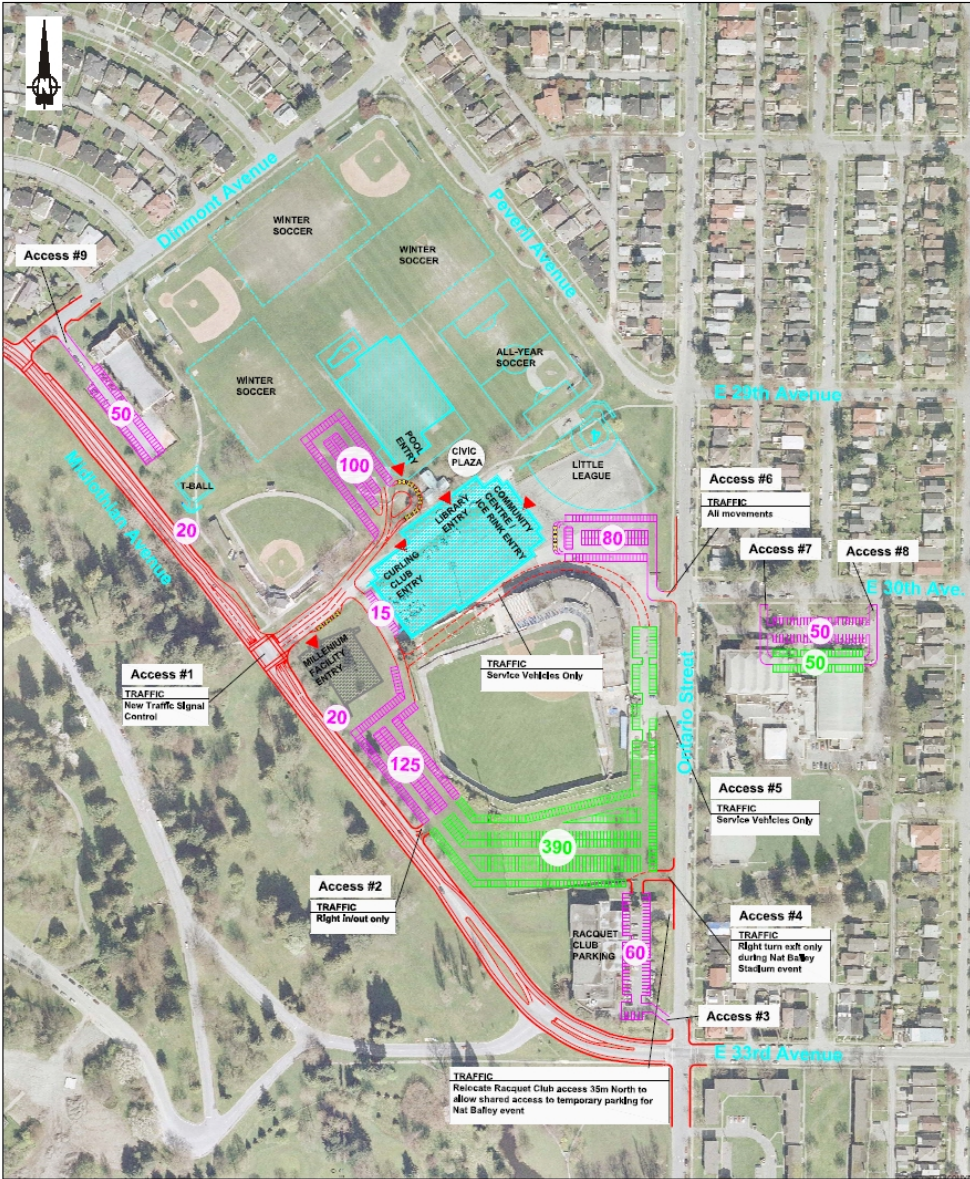
Revised Option: May 5, 2005

Proposed Master Plan

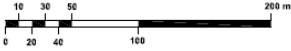
PWL Partnership Landscape Architects Inc.  
Hughes Condon Marler : Architects



# Revised Parking & Access Plan



<b>PARKING SUPPLY</b>	
Permanent Parking:	520 Stalls
Temporary Parking:	440 Stalls
<b>TOTAL:</b>	<b>960 Stalls</b>



September 28, 2005

▼ Facility entry

## Riley Hillcrest Park Masterplan

**CHRONOLOGY OF MASTER PLAN REVIEW PROCESS  
FOR HILLCREST, RILEY AND NAT BAILEY STADIUM PARKS**

**February 2004 – Project launch** at CityPlan’s Ideas Fair for the Riley Park/South Cambie Community Visioning program, an event attended by approximately 1000 local area residents. Park Board planning staff hosted a “Master Plan Update” display in order to build neighbourhood awareness of the Master Plan process, and to record participants’ initial comments.

**May 2004 – Initial consultations** with representatives of the facilities and user groups connected with Riley, Hillcrest and Nat Bailey Stadium parks to identify operational concerns and potential synergies relevant to the site.

**June 2004 – Public open house #1** presented six options for site development, two of which involved changes to the orientation and scale of Nat Bailey Stadium. Input recorded from the Open House helped to shape the following guiding principles for the plan.

- *Riley Park should be greened up and returned to a neighbourhood-park character.*
- *New buildings should be arranged with existing buildings to create a campus of facilities centered on Nat Bailey Park.*
- *Public gathering spaces should be created, both indoors and outdoors.*
- *Greenway connections from the community through the parks to Queen Elizabeth Park should be maintained and enhanced.*
- *Ontario Street should be respected and enhanced as a greenway and bikeway.*
- *Increased traffic and parking should not be off-loaded into surrounding residential streets.*
- *There should be adequate parking in the right locations to meet the demand generated by the new facilities. Parking surfaces should be diverse – hard surface to handle daily requirements; softer and possibly multi-purpose to handle exceptional event loads.*
- *The park and facility design should meet sustainability standards.*
- *The number and quality of playing fields in Hillcrest Park should not be reduced.*

Subsequent to Open House #1, it was determined that the best location for the Olympic venue and subsequent legacy uses was north of the stadium between the grandstand and Clancy Loranger Way, rather than south of the stadium between the outfield fence and the Racquets Club as was shown in the 2010 Bidbook. This new location is more flexible for Olympic venue purposes, allows for a less intrusive security perimeter during the Games, and opens up more design possibilities for post-Games legacy configuration.

**July 2004 to January 2005 – Technical reviews and assessments** including discussions with other City staff to highlight issues of overlapping concern and to identify conditions to be met by proposed site facility developments at the formal approval stage. In-depth examination of requirements for the Olympic venue and the curling legacy components with VANOC and the sport governing bodies.

**March 2005 – Public open house #2** displayed the draft Master Plan. It was attended by 212 people and 173 questionnaires were filled out. Broad support was registered on the following points:

- *Co-locating of an expanded branch library with the public recreation facilities;*
- *Including leisure elements in the aquatics facility program;*
- *Emphasizing that the principal access point to the site would be from Midlothian Avenue at Clancy Loranger Way;*
- *Distributing the parking in various lots, rather than having it all in one area; and*
- *Retaining the existing number of playfields in both summer and winter configurations.*

**April 12, 2005 – Park Board’s Planning and Environment Committee.** Delegations expressed concern with the scale and locations of proposed facilities and possible impacts on green space, residential neighbourhoods and the Ontario Greenway/Bikeway. Following the meeting, park planning staff met with representatives of stakeholder organizations and local area residents to clarify outstanding concerns, which resulted in further revisions to the Master Plan.

**May 9, 2005 – Park Board** reviewed the revised Master Plan and approved the placement of facilities. Staff were directed to further revise parking and traffic circulation plans in order to locate most of parking (and vehicle access) along the Midlothian Avenue side of the Olympic legacy and Aquatic facilities.

**September 12, 2005 – Open House #3 (traffic and parking).** Review of options for parking and traffic circulation, developed in consultation with local residents and other stakeholders.

**October 3, 2005 – Park Board** unanimously approved the Master Plan with the following resolution.

*“THAT the Board approve the revised Hillcrest, Riley, Nat Bailey Parks Master Plan incorporating a modified parking and access arrangement as illustrated in Appendix [D] for the purpose of initiating the rezoning process and direct staff to:*

*Ensure that a maximum of 100 parking stalls be located adjacent to the Aquatic Centre and reallocation of some spaces throughout the site be pursued; and*

- *Maximize the amount of permeable materials in parking areas;*
- *Reorient the temporary parking lot on the current community centre site to parallel Ontario Street;*
- *Ensure that land allocated for temporary parking is available for active park purposes;*
- *Relook at the number of exits and entrances on Ontario Street and consider right hand turn only for the parking lot adjacent to the new community centre;*
- *Ensure that the number of playing field spaces are maintained;*
- *Ensure that the building design of the aquatic centre should protrude into the park as little as possible provided that it can still accommodate a drop-off circle and civic square and preserve as many trees as possible on Clancy Loranger;*
- *Review measures to reduce parking requirements once all the facilities are operational.”*

**Internet –** The planning process was supported throughout the Master Plan review by a dedicated page on the Park Board public website. It was used to display materials at various stages in the process and to collect public input.